

CA2 φN
XC 2

- 61M7114



3 1761 11970253 8



ONTARIO

*Legislative Assembly
Committee*

Fourth
and
Final Report
of
Select Committee
on
THE MUNICIPAL ACT
AND RELATED ACTS

March, 1965

Q1A20N
XC 2
6147114

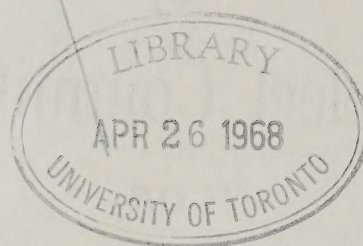
Government
Publications



legislative assembly [Committees]

Fourth
and
Final Report
of
Select Committee
on
THE MUNICIPAL ACT
AND RELATED ACTS

March, 1965



CONTENTS

	Page
Acknowledgements	viii
Members of the Select Committee on The Municipal Act and related Acts	ix
Index of Recommendations	x - xvi
Introduction	124 - 125
PART I	
Recommendations	
The Municipal Act	126 - 140
The Trees Act	141
The Highway Improvement Act	142 - 148
The Public Health Act	149 - 152
Committees of Council	153 - 154
Non-elected Local Boards and Commissions	155 - 163
Municipal Powers and Their Exercise	164 - 166
PART II	
Local and Regional Government	167 - 185
Larger Units of Local Government	169
Regional Government	170 - 173
Regional Councils	174 - 176
Responsibilities of Regional Governments	176 - 184
Summary of Recommendations pertaining to Regional Government	185
Continuing Committee	186 - 190

ACKNOWLEDGEMENTS

The Committee wishes to thank the many members of municipal councils, local boards and associations, municipal officials and individuals for the many excellent submissions received.

The assistance of recognized authorities on various aspects of municipal legislation and municipal government, the Clerk of the Legislative Assembly and many senior civil servants of various departments of the government is gratefully acknowledged.

The Committee also wishes to thank Mr. James A. Taylor, Q. C., Legal Counsel, Mrs. H. G. Rowan, C. A., Secretary, Professors K. G. Crawford and Stewart Fyfe of The Institute of Local Government, Queen's University, Kingston, and Mr. Robert Curtis, B. A., for their assistance and advice.

MEMBERS OF
SELECT COMMITTEE ON THE MUNICIPAL ACT
AND RELATED ACTS

Hollis E. Beckett, Q. C., Chairman	York East
Alfred H. Cowling	High Park
D. Arthur Evans	Simcoe Centre
Stan Farquhar	Algoma-Manitoulin
Hon. George E. Gomme	Lanark
George T. Gordon	Brantford
Louis M. Hodgson	Scarborough East
Neil L. Olde	Middlesex South
Gordon W. Pittock	Oxford
Allan E. Reuter	Waterloo South
Vernon M. Singer, Q. C.	Downsview
Norris Whitney	Prince Edward-Lennox
Fred Young	Yorkview

James A. Taylor, Q. C.	Legal Counsel to the Committee
(Mrs.) H. G. Rowan, C. A.	Secretary to the Committee

Digitized by the Internet Archive
in 2023 with funding from
University of Toronto

INDEX OF RECOMMENDATIONS

	Page
<u>THE ASSESSMENT ACT</u> - The Municipal Act	12
Assessment	55
Taxation	55
Section 1	55 - 56
4	56
9	57 - 62 inc. and 111
20	62
21	62 - 63
24	63
35	63 - 64
41	64 - 65
46	65 - 66
47	66
53 and 54	66 - 67
56, 57, 72, 75 and 83	67 - 69 inc.
60	69
61 - 64 inc.	70
65	70 - 71
71	71
75 and 83	71 - 72
84 - 88 inc.	72
92	72
93	73
93a	73 - 74
93b	74
96	75
111	75 - 76
119	76
131	76 - 78 inc.
151 - 182 inc.	78
Poll tax	112
<u>THE COMMUNITY CENTRES ACT</u>	114 - 116 inc.
<u>THE DEPARTMENT OF MUNICIPAL AFFAIRS ACT</u>	
Section 47 - 54 inc.	78
<u>THE HIGHWAY IMPROVEMENT ACT</u>	142 - 148 inc.

INDEX OF RECOMMENDATIONS

	Page
 <u>THE LOCAL IMPROVEMENT ACT</u>	
- The Municipal Act	12
Interpretation Section	93
Works that may be Undertaken	93 - 95 inc.
Procedure for Undertaking work	95 - 96
How cost of work to be borne	97 - 99 inc.
Procedure for making special assessment	100
Assessment of land exempt from taxation	100 - 101
Special provision as to townships, towns, villages, etc.	101
Adoption of local improvement system	102
Miscellaneous	102
 <u>THE MUNICIPAL ACT -</u>	
Interpretation Section	12
Section 11	12
13	13
14	13 - 15, 126 - 127
24	15
25	15
34	16
35, 36 and 198a	16 - 18
37	18
40	18 - 19
43 - 44	19
56	19 - 20
56 and 58	109 - 110
66	20
71 - 72	20
75, 76 and 91	20 - 21
79 - 82 inc.	21
83	21
91	21 - 22
97	22
103	22
105	22 - 23
114	23

INDEX OF RECOMMENDATIONS

	Page
<u>THE MUNICIPAL ACT</u> - (continued)	
Section 116	23
120	23
121 - 122	24
139	24 and 127
144 - 150 inc.	24 - 25
148 - 150 inc.	25
151 - 177 inc.	25
166	25 - 26
179	26
184	26 - 27
187 - 189 inc.	27
190	27 - 28
193	28
196 - 197	28
198	28 - 29
198a	29
199	29
201 - 207 inc.	29 - 30 and 154
Municipal administrator or manager	30
Section 222	30 - 31
225 - 227 inc.	31
226	31
234	32
236	32
241	33
242	33
246	34
247	34 - 35
249	35
250	35 - 36
251	36
252	36
253	36
254	37
255	37
256	37 - 38
260	38
261 - 262	38
264	38 - 39
265	39

INDEX OF RECOMMENDATIONS

	Page
<u>THE MUNICIPAL ACT - (continued)</u>	
Section 266	39
268	39
273	40
274	40
275	40
280	40
281	40 - 41
282	41
284	41
286	41 - 42
287	42
292	42
293	43
294a	43
297	44
298	45
299	45
301	46
302	46
303	46 - 47
304	47
320	47
323	47 - 48
329	48 - 49
338 - 339	49
340 - 346 inc.	49 - 50
347 - 349 inc.	50
352 - 375 inc.	50 - 51
377 - 411 inc.	51 - 52
377	114 - 116 inc.
379	52
379, 395, 399 and 401	128 - 129
419 and 433	130
420 - 421	130
429	130
430	130 - 131
431	131
432	131
433	130
443	131 - 132
444	132

INDEX OF RECOMMENDATIONS

	Page
<u>THE MUNICIPAL ACT - (continued)</u>	
Section 447	132
451	133
452	133
454	133
455	134
456	134
457 - 458	134
459	135
462 - 463	135
464	135 - 136
465	136
466	136 - 137
468	137
469	137
470	138
471	138
473	138
474	138 - 139
475	139
477 - 481 inc.	139 - 140
487 - 490 inc.	53
514	53
Form 7	54
Form 12	54
The Municipal Franchise Extension Act	103
The Voters' Lists Act, Parts I and II	103
The Public Parks Act	114 - 116
The Community Centres Act	114 - 116
The Parks Assistance Act	114 - 116
The Municipal Franchises Act	117
The Public Utilities Act	118 - 122 inc.
The Trees Act	141
The Highway Improvement Act	142 - 148 inc.
Committees of Council	153 - 154

THE MUNICIPAL FRANCHISE EXTENSION ACT

- The Municipal Act	12 and 103
---------------------	------------

INDEX OF RECOMMENDATIONS

	Page
<u>THE MUNICIPAL FRANCHISES ACT</u>	117
<u>THE PARKS ASSISTANCE ACT</u>	114 - 116 inc.
<u>THE PLANNING ACT</u>	- The Municipal Act 12
	Interpretation Section 79
	County 79
	Planning Areas 80
	Planning Boards 80 - 81
	Official Plans 82 - 84 inc.
	Redevelopment 84 - 85
	Areas of Subdivision Control 85 - 86
	Subdivision by Consent 86 - 87
	Plans of Subdivision 87 - 89 inc.
	Restricted Area By-laws 89 - 91 inc.
	Building By-laws 91
	Establishment of Committees of Adjustment 91 - 92
	Right of Restrain 92
<u>THE POWER COMMISSION ACT</u>	118 - 122 inc.
<u>THE PUBLIC HEALTH ACT</u>	
	- Section 1 and 59 and Schedule B 149
	Section 13 149 - 150
	34 150
	45 - 47 inc. 150
	59 149
	103 151
	Schedule B 149
	Local Boards of Health 152
<u>THE PUBLIC PARKS ACT</u>	114 - 116 inc.
<u>THE PUBLIC UTILITIES ACT</u>	118 - 122 inc.

INDEX OF RECOMMENDATIONS

	Page
<u>THE STATUTE LABOUR ACT</u>	
- Poll Tax	112
Statute labour	112
Unorganized areas	112 - 113
 <u>THE TREES ACT</u>	 141
 <u>THE VOTERS' LISTS ACT</u>	
- The Municipal Act	12
Parts I and II.	103
 <u>COMMITTEES OF COUNCIL</u>	
- Powers of	153 - 154
Boards of control	29 - 30 and 154
 <u>NON-ELECTED LOCAL BOARDS AND COMMISSIONS</u>	 163
 <u>MUNICIPAL POWERS AND THEIR EXERCISE</u>	 165 - 166
 <u>RESPONSIBILITIES OF REGIONAL GOVERNMENTS</u>	
Administration of Justice	51 and 177
Assessment	177
Taxation	178
Planning	178 - 179
Arterial Roads	179 - 180
Public Health	180
Hospitals	180
Welfare	181
Policing	181
Sewers and Water	181 - 182
Regional Type Parks	182 - 183
Fire Protection	183 - 184
Summary	185

To The Honourable
The Legislative Assembly of
The Province of Ontario

Parliament Buildings,
Toronto, Ontario.
March 12th, 1965.

Honourable Members:

The Third Report of the Committee was Tabled in the Legislative Assembly of the Province of Ontario by Mr. Beckett, Chairman, on May 7th, 1964.

A motion, dated May 8th, 1964, by the Honourable John P. Robarts, Q. C., Prime Minister of Ontario, seconded by the Honourable J. N. Allan, Treasurer of Ontario, re-appointed the Committee with the same powers and duties as heretofore, its membership being expanded as follows:-

Mr. Beckett (Chairman), Messrs. Cowling, Evans, Farquhar, Gomme, Gordon, Hodgson (Scarborough East), Olde, Pittock, Reuter, Singer, Whitney and Young.

The Committee notified the clerks of all the municipalities of the further hearings. (Appendix I). Advertisements were inserted in a number of the local newspapers throughout the Province announcing that the Committee would hold public hearings in certain areas. (Appendix J). These hearings were subsequently held during the month of August at Kingston, Ottawa, Sudbury, Elliot Lake, Sault Ste. Marie, Port Arthur, Niagara-on-the-Lake, London and Windsor and 53 oral and written briefs were presented.

The Committee, since its re-appointment, sat for 38 days and received approximately 95 briefs and submissions and heard many persons in support thereof. (Appendices K and L).

To The Honourable
The Legislative Assembly of
The Province of Ontario

Parliament Buildings,
Toronto, Ontario.
March 12th, 1965.

Honourable Members:

The Third Report of the Committee was Tabled in the Legislative Assembly of the Province of Ontario by Mr. Beckett, Chairman, on May 7th, 1964.

A motion, dated May 8th, 1964, by the Honourable John P. Robarts, Q. C., Prime Minister of Ontario, seconded by the Honourable J. N. Allan, Treasurer of Ontario, re-appointed the Committee with the same powers and duties as heretofore, its membership being expanded as follows:-

Mr. Beckett (Chairman), Messrs. Cowling, Evans, Farquhar, Gomme, Gordon, Hodgson (Scarborough East), Olde, Pittock, Reuter, Singer, Whitney and Young.

The Committee notified the clerks of all the municipalities of the further hearings. (Appendix I). Advertisements were inserted in a number of the local newspapers throughout the Province announcing that the Committee would hold public hearings in certain areas. (Appendix J). These hearings were subsequently held during the month of August at Kingston, Ottawa, Sudbury, Elliot Lake, Sault Ste. Marie, Port Arthur, Niagara-on-the-Lake, London and Windsor and 53 oral and written briefs were presented.

The Committee, since its re-appointment, sat for 38 days and received approximately 95 briefs and submissions and heard many persons in support thereof. (Appendices K and L).

The Committee completed the drafts of recommendations in regard to The Trees Act, The Highway Improvement Act, The Public Health Act, and its further recommendations in connection with The Municipal Act. A study was made of the functions of committees of council, non-elected local boards and commissions and municipal powers and their exercise. The recommendations on these matters are set out in PART I of this report.

The Committee gave considerable thought and study to the concept of larger units of local government, and its recommendations in this regard are set out under the heading of Local and Regional Government in PART II of this report.

The fields of municipal law and local government are very broad and many facets of municipal administration require further investigation. For these reasons alone, a continuing committee should be appointed to study local government and the legislation affecting municipalities as recommended in the conclusion of this report.

PART I
THE MUNICIPAL ACT
R.S.O. 1960, C. 249

as amended in 1960-61, 1961-62, 1962-63 and 1964

SECTION 14

Observations: This section outlines the procedure for adjusting municipal boundaries and gives the Ontario Municipal Board extensive powers to make orders in regard to the many changes brought about by annexations or amalgamations.

Applications for annexation or amalgamation may be made by municipalities so authorized by by-law, by the Minister of Municipal Affairs (authorized by the Lieutenant Governor in Council), or in certain cases by at least twenty-five inhabitants.

The Committee in its Second Interim Report (pp. 13-15) made a number of recommendations in regard to the amendment of this section. It did not, however, disturb the basic concept that the initiative for alteration of municipal boundaries must come from the local level.

The Committee is of the opinion that the Minister of Municipal Affairs is responsible for the effective functioning of the municipal system which should be sufficiently flexible to adjust to rapidly changing times and conditions. He cannot discharge that responsibility if significant matters, such as, boundary readjustments are placed in the hands of an independent board beyond his jurisdiction. It is his Department that has day-to-day contact with the municipalities. It is the officers of his Department who know the practical problems and the frustrations which arise because of the difficulties and delays involved in securing adjustments under existing procedures. It is the officers of his Department who have, or who should have, the intimate knowledge of local administration and should be in a position to advise him in such matters.

The Committee is of the opinion that the power of the Ontario Municipal Board with respect to making decisions regarding changes in municipal boundaries should be transferred to the Minister of Municipal Affairs.

It is suggested that a full-time officer be appointed to investigate and report to the Minister of Municipal Affairs changes of municipal boundaries. Provision should be

THE MUNICIPAL ACT

made whereby he could conduct public hearings concerning annexations or amalgamations on the understanding that he would report his findings to the Minister with whom would rest the final decision. The services of this officer should be available to any municipal council.

Recommendation: That the powers of the Ontario Municipal Board pertaining to the alteration of municipal boundaries be transferred to the Minister of Municipal Affairs.

That a full-time officer be appointed to investigate and report to the Minister of Municipal Affairs in regard to changes of municipal boundaries.

That the said officer have the authority to hold public hearings and to conduct such investigations as are necessary in order to make his factual report to the Minister of Municipal Affairs.

That the final decision for the alteration of municipal boundaries rest with the Minister of Municipal Affairs.

SECTION 139

Observations: Section 139 provides that no person shall be allowed to inspect any ballot paper in the custody of the clerk except under the order of a judge or an officer having jurisdiction to inquire as to the validity of the election.

The Committee in its Second Interim Report recommended that this section include any book, paper or document used in the election. It should be clarified that this restriction is not intended to apply to the statement of a deputy returning officer on the result of the poll.

Recommendation: That the inspection of any document related to an election, except the statement of a deputy returning officer on the result of the poll, shall require the order of a judge or officer as is now applicable to any ballot paper.

THE MUNICIPAL ACT

SECTIONS 379, 395, 399 and 401

Observations: Section 379 (1) paragraph 129 empowers local municipalities to pass by-laws for limiting the number of public garages and automobile service stations where gasoline is stored or kept for sale.

Section 395 (1) provides in part that by-laws may be passed by the councils of towns, villages and townships and by boards of commissioners of police of cities for limiting the number of cabs, buses, motor or other vehicles used for hire, or any class or classes thereof.

Section 399 (1) paragraph 5 enables the councils of counties, townships, towns and villages and of cities having a population of less than 100,000, and boards of commissioners of police of cities having a population of not less than 100,000 to pass by-laws for limiting the number of victualling houses, ordinaries, and houses where fruit, fish, oysters, clams or victuals are sold to be eaten therein, and places for the lodging, reception, refreshment or entertainment of the public.

Section 401 (1) authorizes the councils of towns, townships and villages and of cities having a population of less than 100,000 and by boards of commissioners of police of cities having a population of not less than 100,000 to pass by-laws for limiting the number of licenses to be granted and the number of tables that shall be licensed for billiards, pool or bagatelle.

The Committee is of the opinion that this type of legislation which gives only a limited number of persons the right to conduct a particular business is susceptible to unfair and discriminatory operation and may serve merely to restrict competition in favour of existing businesses. A municipality has ample opportunity to regulate and govern various types of businesses and to legislate in this regard. There is no apparent need to single out these four types of enterprise for the application of a principle of municipal prohibition.

THE MUNICIPAL ACT

Recommendation: That paragraph 129, subsection 1 of sections 379, subsection 1 of section 395, paragraph 5, subsection 1 of section 401 be amended, rescinding the right of a municipality, or boards of commissioners of police, to limit the number of businesses of the type therein set out.

THE MUNICIPAL ACT

PART XX HIGHWAYS AND BRIDGES

SECTIONS 419 and 433

Observations: Section 419 gives the council of a county jurisdiction over roads and bridges in the situations therein set out and section 433 imposes a duty upon the county to build and maintain the bridges contemplated by section 419.

Recommendation: That sections 419 and 433 be combined.

SECTION 420 and 421

Observations: Jurisdiction over bridges on boundaries between counties comes under section 420, and boundaries between a county and a city or separated town come under section 421. These sections deal with similar subject matter and there is no need for their being placed in separate sections.

Recommendation: That section 420 and 421 be combined.

SECTION 429

Observations: Section 429 provides that the council of a city or town, after obtaining assent by the council of an adjoining municipality, may assume for the purpose of a public avenue or walk any highway in the adjacent local municipality. There appears to be no reason why this power should be confined to cities and towns.

Recommendation: That section 429 be amended to apply to all local municipalities.

SECTION 430

Observations: Section 430 provides that the county council may pass a by-law abandoning the whole or any part of a toll road or any other road owned by the corporation. However, the by-law does not take effect until it is approved by the Ontario Municipal Board, and where the road lies within or along or on the border of a local municipality, approval of the local municipality is also required. Inquiry has disclosed that there are not any county owned toll roads in the Province of Ontario.

THE MUNICIPAL ACT

Recommendation: That reference to the whole or any part of a toll road owned by the corporation of a county be deleted.

SECTION 431

Observations: Section 431 provides that a town or township may make an application to the county judge for an order declaring that a bridge of greater length than 300 feet be a county bridge. A town cannot make such an application unless it has an equalized assessment of less than one million dollars.

The Committee is of the opinion that any municipality which forms a part of the county may make such an application and that the figure of one million dollars is no longer realistic.

Recommendation: That section 431 be re-written and amended by the deletion of the reference to an amount of equalized assessment, and that this section be made to apply to all local municipalities other than cities and separated towns.

SECTION 432

Observations: Section 432 provides that a county council which assumes a highway or bridge within a township must repair and maintain it. Section 428 provides that the council of a county may by by-law assume as a county road, any highway, or as a county bridge, any bridge within a town, not being a separated town, or within a village or township. It will be noticed that section 432 refers to a township only; whereas section 428 applies to any municipality forming part of the county.

Recommendation: That section 432 be amended to provide that the county council's responsibility extends to any highway or bridge assumed by the county.

SECTION 443

Observations: Section 443 sets out the obligation of municipalities to maintain roads and bridges under their jurisdiction

THE MUNICIPAL ACT

and they are made liable for damages sustained by any person by reason of non-repair. Notice in writing of the claim and of the injury complained of, must be served upon the municipal corporation in the case of a county or township within ten days, and in the case of an urban municipality within seven days, after the happening of the injury. There does not appear to be any valid reason for the difference in the period of notice required.

Recommendation: Written notice of the claim and of the injury complained of must be given to all municipalities within 10 days after the happening of the injury.

SECTION 444

Observations: Section 444 relates to an action brought against a municipal corporation for damages resulting from a nuisance on a highway. The provisions of section 443 apply in regard to the serving of a written notice on the municipality. The period of notice is different, depending on whether the municipality is a county or township, or is a city, town or village.

Recommendation: That section 444 refer to the uniform notice period of 10 days as recommended for section 443.

SECTION 447

Observations: Section 447 provides that a city or town may on a two-thirds vote of council and approved by the Ontario Municipal Board, issue debentures for a term not exceeding ten years, to cover the cost of reflooring an iron, concrete or steel bridge.

Since the approval of the Ontario Municipal Board must be obtained, a majority vote of council should be sufficient.

The Committee is of the opinion that this legislation should not be restricted to a city or town, but should be made applicable to all local municipalities.

Recommendation: That section 447 be made applicable to all local municipalities.

That the by-law require only a majority vote of all the members of council and approval of the Ontario Municipal Board.

THE MUNICIPAL ACT

SECTION 451

Observations: Section 451 provides that where there is a liability to build or maintain a highway or bridge and a dispute ensues, the question may be resolved by a Supreme Court action and if necessary, the issue of a mandamus. It was noted in section 431 that an application to declare a bridge a county bridge, is made to a county judge.

Recommendation: That section 451 be amended to provide that where a dispute ensues, the action may be commenced in the county court and tried by a county court judge and, if necessary, the issue of a mandamus.

SECTION 452

Observations: Section 452 provides that a dispute as to the proportion of costs to be borne by respective municipalities for bridge and highway construction and repair, shall be determined by arbitration.

Recommendation: That, except in cases where there is an official arbitrator, the arbitration be conducted by the senior judge of the county or district court with the right of appeal to the Court of Appeal for Ontario.

SECTION 454

Observations: Section 454 provides for the arbitration of a dispute concerning the exercise of jurisdiction where a highway or bridge is under the joint jurisdiction of two or more municipalities.

Recommendation: That, except in cases where there is an official arbitrator, the arbitration be conducted by the senior judge of the county or district court with the right of appeal to the Court of Appeal for Ontario.

THE MUNICIPAL ACT

SECTION 455

Observations: Section 455 provides that the county council may determine by resolution what is to be done when there are disputes between townships having joint jurisdiction over township boundary lines. The county council appoints commissioners to execute and enforce such direction.

Recommendation: That disputes between township councils which fail to agree as to the character of work to be done in opening, maintaining or repairing township boundary lines over which they have joint jurisdiction be arbitrated, except in cases where there is an official arbitrator, by the senior judge of the county or district court with the right of appeal to the Court of Appeal for Ontario.

SECTION 456

Observations: Section 456 provides for the arbitration of a dispute by the Ontario Municipal Board where township councils having joint jurisdiction over county boundary lines, are unable to agree as to the matters therein enumerated and the cost of opening and maintaining a deviation. There is no appeal provided.

Recommendation: That, except in cases where there is an official arbitrator, the arbitration be conducted by the senior judge of the county or district court of either county or district with the right of appeal to the Court of Appeal for Ontario.

SECTION 457 and 458

Observations: Section 457 gives the Ontario Motor League the right to erect and maintain guide and mile posts and danger signals on highways. A penalty is provided for defacing them. Section 458 gives similar powers to The Canadian Wheelman's Association of the Dominion of Canada.

Recommendation: That section 457 and 458 be combined.

THE MUNICIPAL ACT

SECTION 459

Observations: Section 459 gives the council of every municipality the power to pass by-laws in regard to such matters as the opening, widening, closing, selling and leasing of highways and the laying out and beautification of boulevards. A by-law may be passed to permit subways for cattle under, and bridges for cattle over, any highway.

The Committee is of the view that the use of subways under and bridges over highways should not be confined to cattle.

Recommendation: That section 459 (1) (f) be amended by deleting the words "for cattle" where they appear so that the clause will read, "for permitting subways under and bridges over any highway".

SECTION 462 and 463

Observations: Section 462 provides in part for the publication of a by-law passed for the stopping-up, altering, widening, diverting, selling or leasing of a highway, or for establishing and laying out of a highway. Section 463 provides that section 462 does not apply where the municipal corporation has acquired the land required for the laying out, widening, or establishment of the highway or where the owners and other persons interested in the land consent in writing to the passing of the by-law.

Recommendation: That section 463 be amended to provide that section 462 shall not apply to the altering or diverting of a highway as well as to the widening, laying out or establishing of a highway when the corporation has acquired the land or has the written consent of persons having an interest in the land.

SECTION 464

Observations: Section 464 provides that where in the original township survey an allowance for a sideline road between lots in a double front concession was so run that the line in the front half of the concession does not meet the line in the rear half, the township council may open and lay out a road to connect the ends of such lines where they do not meet. The road shall be laid out in accordance with a survey made by the Ontario land surveyor

THE MUNICIPAL ACT

named in the by-law. The surveyor not only completes the survey, but determines the compensation to be paid to the persons whose lands are taken. There is no appeal from the determination of the surveyor as to the amount of compensation. However, there is provision for an application to a county or district judge by any person over whose land the connecting road will pass who objects to the surveyor named. It is suggested that the proper person to determine the compensation is not the Ontario land surveyor and that there should be an appeal from an award.

Recommendation: That section 464 be amended to provide that, except in cases where there is an official arbitrator, the senior judge of the county or district court shall determine the amount of compensation with a right of appeal to the Court of Appeal for Ontario.

That section 464 be further amended so that a person whose property is to be taken shall not have the right to have a different surveyor appointed.

SECTION 465

Observations: Section 465 provides that where the council of a municipality by mistake constructs a road off the original road allowance, the land occupied by the road is deemed to have been expropriated and the owner is entitled to compensation as on an expropriation. However, the right to compensation is barred if it is not claimed within one year after the corporation takes possession of the land.

Recommendation: That section 465 be amended by deleting the reference to a limitation period of one year within which compensation may be claimed and making the provisions of The Expropriation Procedures Act, 1962-63, apply.

SECTION 466

Observations: Subsection I of section 466 provides that no highway shall be laid out in any municipality without the sanction of the municipal council; subsection 2 provides that no highway less than 66 feet in width or greater than 100 feet in width shall be laid out without the approval of the Ontario Municipal Board; subsection 3 provides that nothing in section 466 affects The Planning Act; and subsection 4 makes an exception as to lanes.

THE MUNICIPAL ACT

The Committee is of the opinion that the reference to minimum and maximum widths of highways is obsolete in light of modern planning practice.

Recommendation: That section 466 be amended by repealing subsections 2, 3 and 4.

SECTION 468

Observations: Section 468 states, at considerable length, the right of one class of municipality to give aid to another class of municipality in connection with the opening, widening, maintaining or improving any highway or constructing, maintaining or improving any bridge. Numerous combinations are expressed.

Recommendation: That section 468 be repealed and a new section substituted therefor, enabling a municipality to grant aid to another municipality in connection with the construction, widening, maintaining or improving any highway or bridge.

SECTION 469

Observations: Section 469 in part gives the council of every municipality the power to pass by-laws to permit persons to maintain boulevards, areas or openings under highways and sidewalks and structures over same, for setting aside a part of a highway for foot paths or bicycle paths, to sell timber off road allowances, to regulate pits and deep waters dangerous to travellers and for acquiring gravel for roads.

Recommendation: That section 469 be amended to permit municipalities to authorize and regulate the construction and maintenance of approach driveways, sidewalks, platforms, retaining walls or ramps in, over or under untravelled portions of the highway by the owners of the lands adjacent thereto and for the construction of risers in the gutter leading to approach driveways.

That section 469 be further amended to enable a municipality to authorize and regulate the construction and maintenance of fire escapes over highways and the swinging of doors over highways.

THE MUNICIPAL ACT

SECTION 470

Observations: Section 470 gives the council of every municipality the power to purchase or rent machinery and to issue debentures therefor.

The Committee is of the opinion that section 470 should be included in section 377.

Recommendation: That section 470 be transferred to section 377 before or after paragraph 22.

SECTION 471

Observations: Section 471 empowers a municipality to subscribe for shares in the capital stock of or for lending money to or guaranteeing the payment of any money borrowed by a bridge company.

The Committee is of the opinion that section 471 is obsolete.

Recommendation: That section 471 be repealed.

SECTION 473

Observations: Section 473 provides in part for the planting, removal and care of trees on highways and the regulation of this general subject by municipal by-law.

Recommendation: That there be a new PART of The Municipal Act under the title "Trees" and that section 473 be transferred to this PART. (See recommendations, The Trees Act, page 141).

SECTION 474

Observations: Section 474 enables the councils of united counties to raise or borrow money to be expended exclusively in any one of the counties forming the union. It is difficult to connect section 474 with "Highways and Bridges" and it is suggested that it be transferred to PART XIX - Powers to Pass By-laws.

THE MUNICIPAL ACT

Recommendation: That section 474 be transferred to PART XIX of The Municipal Act, possibly following section 378.

SECTION 475

Observations: Section 475 authorizes township councils to give a prize to farmers for the best kept roadside, farm front and farmhouse surroundings. Section 475 is only remotely connected with highways and would more logically be included under the heading - Powers to Pass By-laws.

Recommendation: That section 475 be subsection 4 of section 379.

SECTIONS 477, 478, 479, 480 and 481

Observations: Sections 477, 478 and 479 generally deal with the sale and conveyance of an original road allowance which has been closed or has not been used for road purposes. Section 480 gives the Lieutenant Governor in Council the power to stop up and close a highway in a provisional judicial district not being within an organized municipality and to lease or sell same. Section 481 deals in part with the opening of road allowances in townships in unorganized territory, surveyed without road allowances. These sections more naturally follow the group of sections pertaining to the laying out, widening, closing, selling and leasing of highways commencing with section 459.

Where a road has been closed by a county court judge pursuant to The Registry Act or The Land Titles Act, which road has not been assumed for public use, the owners abutting such road allowance are entitled to a conveyance of the road allowance which the municipality is compelled to grant without compensation.

Recommendation: That there be a uniform procedure for the closing of all highways under municipal jurisdiction regardless of how they became highways and whether or not they have been laid out by a plan of subdivision.

THE MUNICIPAL ACT

That the uniform procedure provide that the closing of a highway shall be by by-law of the municipality which shall require the approval of the Minister of Municipal Affairs before it takes force and effect.

That the Minister of Municipal Affairs prescribe the regulations he deems expedient in regard to such matters as the notification of interested parties and the recommendation of local planning agencies.

That the Minister of Municipal Affairs have the right to refer the matter to the Ontario Municipal Board when a public hearing is desirable.

That the municipality determine to whom and at what price the road allowance shall be sold.

THE TREES ACT
R. S. O. 1960, C. 406
as amended in 1964

Observations: The Trees Act gives the council of counties and local municipalities power to pass by-laws for acquiring lands for forestry purposes. The council of a township may enter into agreements with the owners of lands located in the township providing for, among other things, the reforestation of a portion of such lands.

Provisions are also made to restrict the cutting of trees under certain circumstances and to penalize persons responsible for the injuring of trees.

Recommendation: That The Trees Act be repealed and its provisions incorporated in The Municipal Act under a new PART, entitled "TREES". (See recommendation The Municipal Act, Section 473).

THE HIGHWAY IMPROVEMENT ACT
R. S. O. 1960, C. 171
as amended in 1960-61, 1961-62, 1962-63 and 1964

Observations:

Part I of The Highway Improvement Act pertains to the establishment, jurisdiction and control of the King's Highway. Provision is also made for the designation of local municipal roads, including county roads but excluding township roads, as connecting links in which event cost sharing agreements may be made between the Minister of Highways and the local municipality or county. Other matters relating to the King's Highway are set out in this Part, such as their obstruction, closing, fouling up, the planting of trees thereon and the use of land for certain purposes within a specified distance thereof.

Part II of The Highway Improvement Act relates to controlled-access highways which are the King's Highway designated as such by the Lieutenant Governor in Council.

Part III of The Highway Improvement Act enables the Lieutenant Governor in Council to designate any highway as a secondary highway in which event all the other provisions of the Act and the regulations that apply to the King's Highway apply mutatis mutandis.

Part IV of The Highway Improvement Act provides that the Lieutenant Governor in Council may designate an existing road in territory without municipal organization as a tertiary road. The Department of Highways is responsible for the maintenance of tertiary roads but is not liable for damages for non-repair. The Department of Highways may also pay up to 50 per cent of the cost of snow removal. If the Minister of Highways deems it desirable that the inhabitants of the locality should become incorporated under The Municipal Act or elect road commissioners under The Statute Labour Act, then the Department of Highways will not maintain the road without an agreement with the interested persons. If an agreement is entered into, then a grant not exceeding 50 per cent of the cost of the work may be paid.

Part V of The Highway Improvement Act provides that the Lieutenant Governor in Council may designate a tertiary road as a resource road.

THE HIGHWAY IMPROVEMENT ACT

Part VI of The Highway Improvement Act provides that the Minister may designate a private road as an industrial road if he deems it necessary for the development or operation of the lumbering, pulp or mining industry and as long as the owner permits the public to use the road, a grant may be made for its maintenance.

The foregoing six Parts of The Highway Improvement Act relate to highways under the exclusive jurisdiction and control of the Ontario Department of Highways.

Part VII of The Highway Improvement Act relates to county roads. A county with the approval of the Lieutenant Governor in Council is given the authority to adopt a plan of a county road system and to provide for the levying of a general annual rate upon all municipalities in the county not separated therefrom for municipal purposes. Provision is made for the vesting of a county road system in the county and the removal of roads from the county system and the vesting of same in the local municipality.

Where a county road system is established, the county council must appoint a county road committee to direct the work to be done on the county road system. A county road superintendent must also be appointed. If a suburban roads commission has been established in the county, then the county council may provide that the suburban roads commission constitutes the committee.

The roads forming part of a county road system must be kept in repair and maintained by the county. A county may debenture for the construction of roads and the Minister of Highways may direct payment of grants to the county treasurer of an amount equal to 50 per cent for roads and 80 per cent for bridges and culverts.

Provision is made for a county to close any bridge over which it has jurisdiction under The Municipal Act with the approval of the Lieutenant Governor in Council. Agreements may be entered into between a county and a local municipality for widening of a county or suburban road or for the

THE HIGHWAY IMPROVEMENT ACT

construction of wider pavements and the apportionment of costs. A county has, in respect of the roads included in the county road system, all the rights, powers, benefits and advantages conferred either by by-law or agreement or otherwise upon the local municipality or local municipalities that had jurisdiction over the roads before they were included in the county road system. A county also has all the powers conferred on a local municipality in connection with restricted area and building by-laws as provided in section 30 of The Planning Act with respect to land lying within a distance of 150 feet from any limit of a county road forming part of its road system.

Permits may be issued by a county for placing, erecting, altering or displaying any gasoline pump, sign, notice, or advertising device when it has passed a by-law that has been approved by the Minister of Highways for prohibiting or regulating these matters within a specified distance of its roads.

A county may expropriate land if necessary, in the exercise of its powers under this Part in regard to the opening up, widening, improving, protecting from erosion, altering or diverting a county road and the provisions of The Expropriation Procedures Act would apply.

The Committee has noted that the general legislation affecting counties is contained in The Municipal Act. The jurisdiction of county councils over roads and bridges is set out in Part XX of The Municipal Act.

Part VIII of The Highway Improvement Act pertains to suburban roads and provides for the appointment of a suburban roads commission in respect of each city or separated town in the county. A suburban roads commission is a corporation. It designates, by plan and description, suburban roads which continue to be county roads under the jurisdiction and control of the county and under the supervision of the county road superintendent, although an engineer with the same professional qualifications as a county road superintendent may

THE HIGHWAY IMPROVEMENT ACT

be employed in his stead.

Suburban roads commissions have existed for half a century. One important reason for their establishment and continuance is the payment of 25% of their expenditures by the cities.

These commissions create friction between cities and counties, both because of this mandatory contribution by the cities and because the cities feel, with or without justification, that they have little effective say in their operation. If they are abolished, presumably, the county road grant would be adjusted.

At present suburban roads commissions constitute a fifth wheel in highway administration causing many anomalous situations as in Waterloo County where there are three such commissions. The Municipality of Metropolitan Toronto makes no contribution to suburban roads in Peel County where there is no suburban roads commission, although the case for such a contribution is probably as good as for York County, for which there is a suburban roads commission. Many of the suburban roads commissions are too small to be efficient units for highway administration.

Abolition of suburban roads commissions would -

- (a) simplify the structure of local government by reducing the number of special purpose bodies;
- (b) simplify county highway administration resulting in better and more economical service;
- (c) remove a source of irritation between cities and counties.

Part IX of The Highway Improvement Act relates to township roads and requires the appointment of a township road superintendent in every township in which statute labour has been abolished. The Province may reimburse the township for a portion of his salary and expenses and if the provincial grants exceed 60 per cent of the cost of work done upon township roads the Minister of Highways may appoint the road superintendent.

THE HIGHWAY IMPROVEMENT ACT

A city or town in a provisional judicial district may agree with a township to share the cost of construction or maintenance of any township road that leads or is adjacent to the city or town or which, by reason of the existence of the city or town, is subject to extraordinary traffic.

Part X of The Highway Improvement Act provides for the payment of a subsidy to cities, towns and villages that do not contribute towards the construction and maintenance of suburban roads. An exception is made for cities and separated towns in a county other than the Metropolitan Toronto Area Municipalities. The nature of the road improvement work that is eligible for a subsidy and the amount of the subsidy is set out.

The Committee noted that Parts IX and X relate to roads under the jurisdiction and control of local municipalities and would more appropriately be contained in The Municipal Act, in view of the extensive coverage of this subject matter in that Statute.

Part XI of The Highway Improvement Act enables the Minister of Highways to designate as a development road, a road under the jurisdiction and control of a municipality, other than a city, separated town, town or village which he considers should be maintained to a higher standard than the municipality can afford. The road remains under the jurisdiction and control of the municipality but is eligible for whatever subsidy the Minister may direct.

Part XII of The Highway Improvement Act relates to roads in territory without municipal organization and authorizes the Minister to arrange with the road commissioners elected under The Statute Labour Act or a land owner for the construction or maintenance of a road. If the Minister of Highways thinks that the territory should become incorporated under The Municipal Act, then the Provincial subsidy is limited to 50 per cent of the value employed on the work.

THE HIGHWAY IMPROVEMENT ACT

Part XIII of The Highway Improvement Act contains a number of general sections such as enabling a municipality to designate any new road established under section 459 of The Municipal Act as a controlled-access road; enabling a municipality to close a municipal road that intersects or runs into a controlled-access road so designated and permitting a municipality to pass by-laws prohibiting or regulating the construction or use of any private road, entranceway, gate or other structure or facility as a means of access to a controlled-access road.

Notwithstanding The Municipal Act, a road superintendent may, without the passing of a by-law or resolution apply to the owner of any gravel pit or gravel land for gravel for road purposes.

A road superintendent or person authorized by him, may close a road to traffic while work authorized by The Highway Improvement Act is in progress, other than the King's Highway.

A road superintendent, with approval of the road authority, may enter into an agreement with the owner of land adjacent to the road for the removal of any tree, fence, sign board, gasoline pump, building or other object or structure that may cause the drifting of snow, injuriously affect the road or obstruct the vision of pedestrians or drivers.

Where a Department of Highways engineer reports to the Minister that a municipal road is out of repair, the Minister may on written notice to the municipality direct his Department to do the work and charge the municipality for the cost of the work.

A local municipality may construct a sidewalk or other improvement or service on a highway or road with the written consent of the authority having jurisdiction and control of the highway or road. A township may apply to the Minister for authority to construct a sidewalk or footpath on the King's Highway or a county road and upon approval being given may apply for and receive a subsidy not exceeding 50 per cent of the cost of the work.

THE HIGHWAY IMPROVEMENT ACT

A municipality or suburban roads commission may plant trees on its roads, and the cost of the work shall be deemed to be part of the cost of maintaining the road.

A county or township may by by-law determine and fix the set back for the planting of trees, shrubs or the erections of fences, sign boards, gasoline pumps, buildings or other structure that may cause the drifting of snow or injuriously affect its roads or obstruct the vision of pedestrians or drivers.

A municipality, other than a city or separated town may with the approval of the Minister of Highways, make an agreement with the road authority having jurisdiction and control of the King's Highway, a county road or a suburban road for the widening of the highway or road in the municipality.

It will be observed that many of these provisions have a singularly close relationship with similar subject matter contained in The Municipal Act and the Committee is of the opinion that it should become part of The Municipal Act.

Recommendation: That the provisions of The Highway Improvement Act pertaining to highways vested in a county or local municipality and under the jurisdiction and control of a municipal corporation be integrated with the appropriate provisions of The Municipal Act relating to highways.

That the provisions of The Highway Improvement Act vesting powers in a county or local municipality to pass by-laws in regard to various matters as therein set out be transferred to The Municipal Act.

That suburban roads commissions be abolished.

THE PUBLIC HEALTH ACT
R.S.O. 1960, C. 321
as amended in 1960-61, 1961-62, 1962-63 and 1964

SECTIONS 1 and 59, and
SCHEDULE B, Statutory By-law, paragraph 27

Observations: Under section 1 (9) of The Public Health Act communicable disease means any contagious or infectious disease and includes among the diseases, chicken pox, measles, german measles and mumps. Section 59 (1) provides in part that no householder in whose dwelling any communicable disease occurs shall permit any person suffering from or exposed to such disease to leave, or any clothing or other property to be removed from his house without the consent of the medical officer of health. Paragraph 27 of the Statutory By-law (Schedule B, to The Public Health Act) provides for the placarding of a house by the medical officer of health where he has notice of the existence of a communicable disease stating that such premises are under quarantine. Section 59 (2) provides in part that milk bottles shall not be returned from or taken away from any premises under quarantine.

Recommendation: That these sections of The Public Health Act be reviewed by trained medical personnel and revised if necessary to conform with present day medical knowledge and techniques in the diagnosis, prevention and treatment of communicable diseases.

SECTION 13

Observations: Section 13 provides for the composition of a board of health in different classes of municipalities. Cities with a population over 100,000 may constitute a board with seven or nine members. Cities and towns with a population over 4,000 have boards composed of five members. Towns, villages and townships with a population of less than 4,000 have boards composed of three members. However, a township with a population over 4,000 may have seven members on its board of health. In every case the head of the municipality and the medical officer of health must be board members. The Committee has noted that a township with a population over 4,000 may have a board composed of the same number of members as a city with a population over 100,000.

THE PUBLIC HEALTH ACT

Recommendation: That boards of health for all classes of municipalities be composed of the head of the municipality, the medical officer of health and any number of ratepayers as determined by by-law of the municipal council provided that the number of ratepayers shall not exceed seven, at least one-third of whom shall not be members of council.

SECTION 34

Observations: Subsection 4 of section 34 provides that if the medical officer of a city dies the city may appoint, with the approval of the Minister of Health, an acting medical officer of health for a term not exceeding three months. (Section 34 (5)).

Recommendation: That all classes of municipalities have the authority to appoint an acting medical officer of health upon the death of the medical officer of health.

SECTIONS 45, 46 and 47

Observations: Section 45 provides in part that no sanatorium for persons suffering from consumption or tuberculosis shall be established or maintained within the limits of a municipality without permission as provided in section 46. This latter section provides in part for prior permission of the local board of health. If the local board determines not to grant permission, the applicant may appeal to a board of appeal composed of the head of the municipality, the sheriff of the county or district in which the municipality is situated and the Deputy Minister of Health. A decision of the board of appeal or a majority of its members is final.

Section 47 provides for a penalty for the erection or maintenance of any such isolation hospital or sanatorium without permission being obtained as provided in section 46.

Recommendation: That sections 45, 46 and 47 be revised to provide that the only consent required for the establishment and operation of an isolation hospital or sanatorium be that of the council of the local municipality within which the institution is proposed to be established.

That in the case of the refusal by the local council to grant such permission, an appeal shall lie to the Minister of Health whose decision shall be final.

THE PUBLIC HEALTH ACT

SECTION 103

Observations: Section 103 provides that the Department of Health may report in writing that in the interest of public health a waterworks system or a sewage system in a municipality should be established or improved. In such event the municipal council must pass all necessary by-laws for the establishment of the works reported upon and immediately commence the work. The assent of the electors to the by-law incurring the debt is unnecessary but it must not be finally passed until the approval of the Department of Health is obtained.

Section 286 (3) (1) of The Municipal Act also provides that it is unnecessary to obtain the assent of the electors to a by-law incurring any debt that under The Public Health Act may be provided or incurred without the assent of the electors.

Section 17 of The Ontario Water Resources Commission Act provides that the Commission may for its purpose exercise any or all of the powers that are conferred by any general Act upon a municipality respecting the establishment, construction, maintenance or operation of water works or sewage works.

Section 38 of The Ontario Water Resources Commission Act provides in part that where the Commission reports in writing to the clerk of the municipality that in its opinion it is necessary in the public interest that a water works or sewage works be established, maintained, operated, improved, extended, enlarged, altered, repaired or replaced, the municipality must implement the report and the assent of the electors for the incurring of the debt is unnecessary.

Recommendation: That section 103 of The Public Health Act be repealed.

THE PUBLIC HEALTH ACT

LOCAL BOARDS OF HEALTH

Observations: A local board of health is an administrative body charged with the duty to superintend and ensure the carrying out of The Public Health Act and Regulations and any by-law of the municipality pertaining to public health.

The board's function is an administrative one, but in practice it is performed by the medical officer of health and trained personnel such as public health nurses and sanitary inspectors. A local board of health does not have the authority to appoint the medical officer of health, this appointment must be made by the council as is also the situation in regard to sanitary inspectors.

It is doubtful that many board of health members exercise their power to enter, inspect and examine at any time of the day or night, premises in the municipality for the purpose of carrying out the Act. A statutory by-law is also in force in every municipality until altered by the municipal council. The local municipal council exercises budgetary control over the board although there is a legal obligation on the municipal treasurer to pay for services performed under the direction of the board for materials and supplies furnished, or for any expenditure incurred by the board or by the medical officer of health or sanitary inspector in carrying out the Act or Regulations.

Recommendation: That The Public Health Act and Regulations be amended so as to delete the reference to local boards of health and substitute the medical officer of health and that local boards of health be dissolved.

That the provision relating to the formation and operation of health units remain, but that the authority to constitute a board of health in a health unit or a separated local board in a separated health unit, be repealed.

COMMITTEES OF COUNCIL

Observations: The Committee gave considerable study to the distribution of the responsibilities in local government between municipal councils and the local boards, commissions and special purpose bodies. In addition to non-elected boards, such as, planning boards, parking authorities, community centre boards, boards of park management, public library boards, boards of health, there are the elected school boards and public utility commissions. There are also inter-municipal bodies, such as, suburban roads commissions, health units, conservation authorities and homes for the aged boards.

As the population of the Province has increased and as communities have grown larger, local municipalities have become involved in an expanding range of functions. One result has been the creation of an increasing number of committees, boards, commissions and special purpose bodies. The whittling away of the responsibilities of elected councils, and the transfer of such responsibilities to those other bodies has had the effect of fragmenting authority and has resulted in a lessening of accountability to the electorate and a lack of co-ordination of the various activities.

The Committee is convinced that overall responsibilities should be restored to the elected councils, but at the same time, it recognizes the necessity of delegating certain duties for purposes of practical administration. Although the use of committees by municipal councils is practised generally throughout the Province (See Appendix M) they are given recognition in The Municipal Act only with respect to the payment of their members. It is paradoxical that councils can create boards and commissions over which they have little or no control, which have powers the councils cannot grant to their own committees over which they have complete control.

Boards of control which are compulsory in cities with a population over 100,000 and optional for other cities over 45,000 population and for other municipalities over 100,000 population, are in effect separately elected executive committees. They have certain statutory powers and in addition, may have limited powers delegated by the council. These have a tendency to cut across the usual committee arrangements and introduce unnecessary complications.

COMMITTEES OF COUNCIL

The Committee is of the opinion that more of the municipality's business should be performed by council through the committees thereof. Councils should have authority to decide which of their powers should be delegated to their committees and under what conditions such powers should be exercised.

Recommendation: (1) That councils of all municipalities be given the authority to delegate to committees thereof, powers at least equal to those which can be exercised by boards of control and special purpose bodies.

(2) That the requirement for the establishment of boards of control in certain circumstances should no longer be mandatory.

NON-ELECTED LOCAL BOARDS AND COMMISSIONS

Observations: Municipal legislation provides for the establishment of a variety of non-elected local boards and commissions. Some, a municipal council must appoint, as in the case of a local board of health if the municipality does not form part of a health unit; some, a municipal council must provide for under certain circumstances, as in the case of a public library board; and with respect to still others, the municipal council is free to decide whether or not they will be created.

There is considerable variation in the number of members to be appointed to the respective boards and in certain instances a council has some leeway as to the composition of the board. In the case of all but two of the eight boards examined, the council appoints all of the members, but in the case of the library board and suburban roads commission a council shares the appointing power with other bodies. The head of the municipality, by virtue of his office, is a member of the planning board, parks board, library board and board of health, but is disqualified from membership on the parking authority (The Municipal Act, section 377, paragraph 68) and the suburban roads commission (The Highway Improvement Act, section 68, (12)).

As will be seen from the tabulation on the following 2 pages, there is considerable variation in the term for which members are appointed, ranging from the absence of any specified term in the case of joint boards of management (The Municipal Act, Section 377, paragraph 5) to five years for members of suburban roads commissions (The Highway Improvement Act, Section 68, (6)). The usual provisions however, are for a one or a three year term.

NON-ELECTED LOCAL BOARDS AND COMMISSIONS

<u>BOARD</u>	<u>PERSONNEL*</u>	<u>TERM OF OFFICE</u>
<u>Planning Board</u> (Planning Act, Sec. 4)	Council head and 4, 6 or 8 others	3 years
<u>Parking Authority</u> (Municipal Act, Sec. 377, para. 68)	3	3 years
<u>Community Centre Boards</u> (Municipal Act, Sec. 377, para. 69(e))	(a) Not less than 3 or more than 7	No statutory provision
(Community Centres Act, Sec. 6)	(b) Not less than 3 or more than 7	1 year
<u>Board of Park Management</u> (Public Parks Act, Secs. 4, 6(1)(3) Sec. 5(1)(2))	(a) Council head and 6 others; or (b) not less than 3 or more than 7	3 years 1 year
<u>Public Library Board</u> (Public Libraries Act, Secs. 15, 17)	In cities, towns, villages and town- ships - council head and 3 others appointed by council; 3 by public school board and 2 by separate school board	3 years
<u>Board of Health</u> (Public Health Act, Sec. 13(2))	(a) In cities and towns 4,000 or over - mayor, M. O. H. and 3 others	1 year
Sec. 13(3)(4)	(b) In cities of 100,000 or over - mayor, M. O. H. and 5 or 7 others	1 year
Sec. 13(5)	(c) Towns under 4,000, villages, town- ships and improvement districts - council head, M. O. H. and 1 other	1 year
Sec. 13(6))	(d) Townships over 4,000 may add 4 additional members	1 year

NON-ELECTED LOCAL BOARDS AND COMMISSIONS

<u>BOARD</u>	<u>PERSONNEL</u> *	<u>TERM OF OFFICE</u>
<u>Suburban Roads Commission</u>		
(Highway Improvement		
Act, Sec. 68(3)	(a) For cities under 50,000 and separated towns - 3; one appointed by the city or separated town; one by the county; the two appointees select a third	5 years
Sec. 68(4))	(b) For cities 50,000 or over - 5; two appointed by the city; two by the county; the four appointees select a fifth	5 years

* Except as noted, members of these boards are appointed by the municipal council.

NON-ELECTED LOCAL BOARDS AND COMMISSIONS

There is also great variation in the qualifications required of persons who may be appointed to these boards. In the case of planning boards and suburban roads commissions, no qualifications are specified; for parking authorities and community centre boards under both The Municipal Act and The Community Centres Act, a member must be qualified to be elected a member of the municipal council. Members of library boards must be British subjects, at least 21 years of age and residents of the municipality. Members of local boards of health and of one type of parks board are required to be resident ratepayers, while the members of an alternative type of parks board are required only to be residents or ratepayers. It does not appear logical to have such a variation in the qualifications and the Committee is of the opinion that the qualifications should be made uniform for members of all bodies, namely, that the appointee be qualified to be elected as a member of the municipal council. If these qualifications for membership are applicable to parking authorities and community centre boards they would appear to be equally applicable to members of planning boards and suburban roads commissions.

There is a curious variation also with respect to the representation on these boards by members of municipal councils other than the head of the council referred to previously. These provisions are as set out on the following page.

<u>BOARD</u>	<u>COUNCIL REPRESENTATION OTHER THAN THE HEAD</u>
<u>Planning Board</u> (Planning Act, Sec. 4(3))	Council members may not constitute a majority
<u>Parking Authority</u> (Municipal Act, Sec. 377, para. 68(b))	Council members disqualified
<u>Community Centre Board</u> (Municipal Act, Sec. 377, para. 69(e))	(a) Where board has 5 or more members, at least 2 must be members of council
(Community Centres Act, Sec. 6(1))	(b) If 5 or more members, at least 2 must be council members
<u>Board of Park Management</u> (Public Parks Act, Sec. 4, Sec. 5(1))	(a) For one type of board council members are disqualified (b) For the alternative type of board, if there are 5 or more members, at least 2 must be council members
<u>Public Library Board</u> (Public Libraries Act, Sec. 14)	Council members disqualified
<u>Board of Health</u> (Public Health Act, Sec. 13(3)(a))	(a) One or more council members may be appointed; in cities of 100,000 or over, if there are 5 appointed members, at least 2 shall not be council members
Sec. 13(3)(b))	(b) If 7 appointed members, at least 3 who are not council members
<u>Suburban Roads Commission</u> (Highway Improvement Act, Sec. 68(12))	Council members disqualified

NON-ELECTED LOCAL BOARDS AND COMMISSIONS

It is understandable that over the years the process of piecemeal amending and changing legislation has resulted in anomalies and an illogical pattern which, when looked at as a whole, seems hard to justify. Why, for instance, should members of council be qualified as members of planning boards or health boards but for some unknown reason be disqualified to be a member of a parking authority. Perhaps, more absurd is the situation under The Public Parks Act which provides for two alternative methods of setting up a parks board. If one method is chosen, council members are barred, if the other method is chosen, not only may council members be members, but if the number of members is five or more then at least two must be council members.

In the case of the two bodies where the appointment of the members of a board is shared with other bodies, namely, library boards and suburban roads commissions, members of council other than the head, in the first instance, and all members of councils in the second, are disqualified. If a council is to have an effective liaison with the various bodies in the municipal organization for which it has financial and other responsibilities surely the most effective way is through direct representation on these bodies. The fact that the existing provisions relating to these and other bodies from which council members are barred, may have been of long standing, is no reason why they should not be looked at carefully at this time to determine if there is merit in removing the disqualifications.

The provisions respecting the remuneration of members of these non-elective boards is not consistent. In certain instances provision for payment of the board members is contained in the legislation which provides for the establishment of that particular board (The Planning Act, Section 7a), in other instances the legislation specifically prohibits payment of the board members (The Public Parks Act, Section 7). In still other cases no mention of remuneration is made (The Public Libraries Act and The Public Health Act) and accordingly reference must be made to The Department of Municipal Affairs Act (Section 1(d)) and The Municipal Act (Section 407) to resolve this question.

The problem of conflict of interest is dealt with in the legislation relating to library boards and suburban roads commissions. In the former case The Public Libraries Act (Section 24 (1)) provides that

NON-ELECTED LOCAL BOARDS AND COMMISSIONS

"A member of a board shall not enter into any contract agreement, engagement or promise, either in his own name or in the name of another, and either alone or jointly with another, in which he has any pecuniary interest, profit or promised or expected benefit, with the board of which he is a member, or have any pecuniary claim upon or receive compensation from the board for any work, engagement, employment or duty on behalf of the board, and every such contract agreement, engagement or promise is void, and a member violating the provisions of this section ipso facto vacates his seat."

The Highway Improvement Act (Section 68(10)) provides that

"Any member of a suburban roads commission who is, directly or indirectly, interested in a contract with the commission or in which the commission has an interest ipso facto ceases to be a member of the commission and the vacancy so created shall be filled under subsection 9."

The legislation relating to other boards is silent on the subject. The Committee feels that there should be uniform legislation dealing with conflict of interest which should apply to all non-elected local boards and commissions.

The Public Parks Act (Section 6(12)) provides that the office of a member of a parks board who is absent from the meetings of the board for three consecutive months, without leave of absence from the board or without reasons satisfactory to the board, shall be declared vacant by the board. The Public Libraries Act (Section 23(2)) provides that if a member of the board is convicted of any offence against the criminal laws of Canada or becomes mentally ill or absents himself from the meetings of the board for three consecutive months without being authorized by resolution entered upon its minutes, or ceases to be a resident within the municipality, he ipso facto vacates his seat.

NON-ELECTED LOCAL BOARDS AND COMMISSIONS

The Committee is of the opinion that the provisions of The Municipal Act (Section 144) relating to a member of a municipal council vacating his seat should apply uniformly to all non-elected local boards and commissions.

Inasmuch as the members of these boards and commissions are appointed by the council, or some other body, the Committee is of the opinion that authorization for any prolonged absence from meetings should come from the appointing authority rather than the board or commission of which the person is a member.

There has always been some uncertainty as to whether or not an appointing council has a general power to recall an appointee and to appoint another in his place. The legislation relating to suburban roads commissions (The Highway Improvement Act, Section 68 (8)) provides that

"A member of a suburban roads commission may be removed and another person appointed in his place by a vote of two-thirds of the members of the council that appointed him who are present and vote thereon at a regular meeting of the council, if notice of the intention of the council to determine the question of the removal has been given at the next preceding meeting of the council."

The Public Health Act (Section 18) implies the right of removal and appointment with respect to members of local boards of health of cities and towns which provides in part as follows:

"Whenever a vacancy occurs in a local board of a city or town by the death, resignation or removal of an appointed member, . . . the council, . . . shall appoint. . . ."

The legislation relating to the other boards being discussed here is silent on this issue. It is recommended that municipal councils be authorized to replace their appointees to all non-elected local boards on the same basis as in the case of suburban roads commissions except for appointees to educational authorities and to courts of revision.

NON-ELECTED LOCAL BOARDS AND COMMISSIONS

Recommendation: (1) That the qualifications of every person to be a member of a non-elected local board or commission be the same as the qualifications of every person to be elected a member of the council of a local municipality;

(2) That members of council be permitted to sit on all non-elected local boards and commissions;

(3) That there be legislation permitting remuneration for all members of non-elected local boards and commissions;

(4) That there should be uniform legislation dealing with conflict of interests which should apply to all non-elected local boards and commissions;

(5) That the provisions of The Municipal Act (Section 144) relating to a member of a municipal council vacating his seat should apply uniformly to all non-elected local boards and commissions;

(6) That permission for prolonged absence from meetings emanate from the appointing authority rather than the board or commission of which the person is a member;

(7) That the authority which appoints members to a non-elected board or commission be given the power to recall its appointees and to fill all vacancies thereby created.

MUNICIPAL POWERS AND THEIR EXERCISE

Observations: The activities of municipalities are determined not only by what powers are granted to them, but also by the manner in which the powers may be exercised. Powers are often granted in a manner which discourages experimentation and makes for cumbersome administrative and financial procedures.

The more detailed is the legislation, and the more the granting of powers is hedged around with safeguards, the more inflexible it becomes. At a time when municipalities are being expected to provide a broader range of municipal services and to adapt more quickly to changing conditions, it is becoming increasingly difficult for them to carry out their responsibilities. Local government organization has become more complex and the responsibilities have been divided among a number of boards and commissions.

Any curtailment of discretionary powers which may be exercised by elected representatives, tends to reduce councils to the status of administrative boards rather than that of political bodies exercising powers on behalf of the local electorate to which they are responsible. More complex law makes it more difficult for individuals who have dealings with local governments to determine their legal rights and to secure action. It also provides a convenient excuse for officials and councils who wish to evade a decision by hiding behind a thicket of legal technicalities.

The Legislature is concerned that powers granted to municipalities should not be abused. Abuses frequently bring demands that the Legislature take steps to prevent future abuses with the result that all municipalities suffer for the sins of a few.

It should be remembered, however, that municipal councils are also elected bodies, responsible to local citizens, and are often in the best position to judge whether or not a particular activity meets their specific needs. Certainly the direct and most immediate consequences of misuse or abuse of powers will almost invariably fall on the local community, which is in the best position to take corrective action.

MUNICIPAL POWERS AND THEIR EXERCISE

It has become common in recent years to specify that certain powers may be exercised only with the approval of the Ontario Municipal Board, the Department of Municipal Affairs, or some other department or agency.

The Committee believes that, while this procedure is essential in some cases and desirable in others, it should be reserved for matters of importance. It should not be used as a device whereby the judgment of a civil servant or a board is substituted for that of a body of duly elected representatives. If approval is required only in matters of importance, there is a greater probability that approvals will neither be given lightly nor arbitrarily withheld. As a result, a source of irritation between the two levels of government will be minimized.

In many cases municipalities employ officials who are at least as well qualified as the civil servants who must approve the decisions of municipal councils. The result is a great deal of time is spent by provincial civil servants scrutinizing the work of their municipal counterparts, with a proliferation of paperwork on both sides. The effect is to diminish responsibility of the local governing body, and to introduce a further element of delay, uncertainty and inflexibility in what is often already a drawn out and unpredictable process.

Recommendation: (1) That all legislation affecting municipalities be written in as general terms as possible, and that restrictions on, or detailed provisions relating to, the use of powers, should only be provided when

- (a) it is essential that there be uniform practice in all municipalities;
- (b) it is obvious that there will be serious undesirable results for other municipalities or the province if powers are misused or abused;
- (c) the powers could unjustly affect the rights of individuals if not used properly;

MUNICIPAL POWERS AND THEIR EXERCISE

- (d) there is a danger that the power of the electorate to control the council and officials would otherwise be impeded;
- (e) the provincial government through a specific grant is paying a major share of the cost of an activity or project.

(2) That when approval of a Provincial department or agency is required, the department or agency responsible should state clearly its policies and administrative practices for the information of both the municipalities and the individuals who may be affected and where approval is not given the reason should be stated .

(3) That greater use be made of permissive, rather than mandatory legislation, so that municipalities will have greater freedom to work out procedures and arrangements appropriate to local circumstances.

PART II

LOCAL AND REGIONAL GOVERNMENT

An effective system of local government is essential if the need for services to local citizens and communities is to be met efficiently, at reasonable cost, and in accordance with local wishes. Moreover government activities today are so complex, that many of the programmes of the provincial and even the federal government cannot be properly carried out without an effective system of local government. Many of the difficulties in carrying out such functions as slum clearance, urban renewal, town planning, pollution control and area development arise as much from the complexities and fragmentation of local government as from any other source.

The Provincial Government must assume a large measure of responsibility for maintaining an effective system of local government, both in the interest of furthering its own programmes and because only the Legislature has the legal power to change the system. The municipalities, because they are constitutionally subordinate, functioning under and within provincial statutes, have only a limited power to alter the structure and organization of local government.

The Committee wishes to reaffirm the statement in its Second Interim Report that local self-government "... must be preserved in order to protect, nurture and further develop to maturity our inherent belief in political freedom and personal liberty. "

Self-determination in local matters is deep-rooted in Ontario soil, and while historically, the basic structure of the municipal system dates from The Baldwin Act of 1849, it is only since the growing urbanization of the Province that the functions of local government have significantly changed. The combination of population growth and urbanization coupled with economic prosperity and futuristic thinking has created a need for greater forethought and a demand for community services never envisioned by the original authors of our municipal legislation. Not only have our cities developed a new vigour but population has spilled over into rural areas which were neither financially nor politically equipped to deal with the resulting problems. The wheel, the well and the septic tank have permitted

LOCAL AND REGIONAL GOVERNMENT

the transformation of fields and orchards into subdivisions, and television has increased sophistication in both urban and rural areas. The dividing of farms into small parcels and the settlement of city-oriented people in suburban and rural areas compelled the introduction of subdivision control and community planning. Dormitory municipalities became a reality. The geographical area of urban communities outgrew the boundaries of the political units and resulted in a sharp increase in the number of applications for annexation and amalgamation in an attempt to correct the imbalance.

The high powered, low slung automobile created a pressure for a network of paved roads which has turned miles into minutes so that distance is now measured in the dimension of time. In addition, the need for a co-ordination of municipal services and for a co-operative effort to solve many problems common to numerous municipalities has been partially met by the creation of such agencies as the Ontario Water Resources Commission and conservation authorities. Newly appointed boards and commissions have been established to reduce the pressure on local councils and provide services for areas larger than existing municipalities. While this may have met the immediate problem this solution has also had the effect of eroding representative and responsible government.

In order to restore responsibility to the elected representatives and increase the possibility of economical and efficient administration of municipal services, larger units of government are necessary in the Province today.

A great deal of caution must be exercised in implementing change in a system of local self-government that has evolved over a century. That system embodies the collective experience, knowledge and wisdom of many persons. It has worked rather well and should not be lightly dismissed. Instead, serious consideration should be given to this Committee's recommendation that there be a continuing committee on municipal and local government reform. Our system of local government should be under constant review and changes implemented as need dictates.

LARGER UNITS OF LOCAL GOVERNMENT

The growing complexity of local government activities, the extent to which many functions affect or are affected by developments outside the local municipality, the need for more highly qualified staff, the increasing cost of many services and the difficulty of dealing with some problems on the basis of the smaller existing municipalities all point toward the need for larger units of local government in some circumstances and for some purposes.

More particularly, larger municipal
units would

- (a) facilitate the provision of services which require large areas;
- (b) facilitate agreement on common policies and the co-ordination of activities;
- (c) eliminate the justification for some special purpose bodies which have been created to deal with problems extending beyond the limited area of local municipalities;
- (d) make it more feasible to employ more highly qualified staff and staff with specialized qualifications;
- (e) provide a unit which is stronger financially;
- (f) reduce competition for commercial and industrial assessment;
- (g) enlarge the tax base, and thereby reduce inequalities in the burden of taxation.

The need for larger units of local government is most pressing in dealing with regional problems and boundary adjustments of urban municipalities. There are many very small municipalities which can only be expected to supply a limited range of services to the standard being demanded today. In the long run, the alternatives to some consolidation would appear to be the transfer of responsibilities to larger units of local government or to the Province.

REGIONAL GOVERNMENT

Much has been said of regional government. More has been said of regional planning. One cannot function well without the other. While a great deal of lip service has been given to the regional concept it is very difficult to say, with any degree of certainty, what is meant by "regional". This is understandable because what may be an ideal unit for one function may not be an ideal unit for another. Thus, while a watershed is a desirable unit for water conservation, pollution control and possibly water supply and sewage disposal, it may not be satisfactory as a unit for highway purposes or town planning. Geographical and topographical features, as well as, economical factors determine in part the physical limits of a community. The solution of regional problems is made more difficult because they are the concern of both the provincial and local governments.

The alternative to having a provincial agency operate one or more services in a variety of areas appropriate to each service, is to accept an area for local government that must of necessity be a compromise, but which will preserve our local self-government. While the Committee is not prepared to arbitrarily define each area best suited as a unit of local government in many parts of the Province, the need has been apparent in large urban areas and has been partially solved in Metropolitan Toronto. Other urban areas are doing what they can through the process of annexation and amalgamation. In rural and suburban areas the need has been met, in part, by having the county assume new functions. In some areas, for particular functions, special purpose areas and regional bodies have been created.

Urbanization of the Province has taken place at an extremely rapid rate. At the turn of the century the population was almost equally divided between urban and rural dwellers but now it is predominantly urban. The table on the following page shows that the proportion of urban dwellers increased from 52.6% in 1911 to 77.3% in 1961.

Ontario Population *

	<u>Rural</u>	<u>%</u> <u>Rural</u>	<u>Urban</u>	<u>%</u> <u>Urban</u>	<u>Total</u>
1911	1, 198, 803	47. 4	1, 328, 489	52. 6	2, 527, 292
1921	1, 227, 030	41. 8	1, 706, 632	58. 2	2, 933, 662
1931	1, 335, 691	38. 9	2, 095, 992	61. 1	3, 431, 683
1941	1, 449, 022	38. 3	2, 338, 633	61. 7	3, 787, 655
1951	1, 346, 443	29. 3	3, 251, 099	70. 7	4, 597, 542
1956	1, 302, 014	24. 1	4, 102, 919	75. 9	5, 404, 933
1961	1, 412, 563	22. 7	4, 823, 529	77. 3	6, 236, 092

* Source - Dominion Bureau of Statistics, Census of Canada

The above figures do not give the whole picture. Commencing in 1951 "rural" population as defined for Census purposes was further classified as "farm" and "non-farm" population as follows:

<u>Rural Population</u>					
	<u>Farm</u>		<u>Non-farm</u>		<u>Total</u>
	<u>Number</u>	<u>%</u> <u>of total</u>	<u>Number</u>	<u>%</u> <u>of total</u>	
1951	678, 043	50. 4	668, 400	49. 6	1, 346, 443
1956	632, 153	48. 6	669, 861	51. 4	1, 302, 014
1961	505, 699	35. 8	906, 864	64. 2	1, 412, 563

Total Non-farm Population

	<u>Non-farm rural</u>	<u>Urban</u>	<u>Total</u>	<u>% of total population</u>
1951	668, 400	3, 251, 099	3, 919, 499	85. 3
1956	669, 861	4, 102, 919	4, 772, 780	88. 3
1961	906, 864	4, 823, 529	5, 730, 393	91. 9

It can be seen from these figures that while in 1961 the rural population comprised 22. 7% of the total population only 35. 8% of the rural population was a farm population. In other words 91. 9% of the total population was "urban" or "rural non-farm" population.

As the population becomes urbanized, pressures are exerted for types and standards of services never before expected. Economic prosperity makes these demands realistic. Existing municipal boundaries make the fulfillment difficult. Larger units of government are sought through boundary expansion resulting in annexation or amalgamation proceedings. The following table reveals that of a total of 32 cities in the Province, 23 have had substantial adjustments in their boundaries in the period 1951 to 1963.

Changes in Area of Ontario Cities⁽¹⁾

1951 - 1963

<u>City</u>	1951 Assessed ⁽²⁾ <u>Acreage</u>	1963 Acreage ⁽³⁾ <u>for taxation</u>	<u>Increase %</u> <u>1963 over 1951</u>
Woodstock	2,128	2,556 ⁽⁴⁾	20.1
Peterborough	3,206	4,062	26.7
Waterloo	2,939	4,095	39.3
Stratford	1,542	2,304	49.4
Guelph	1,741	3,590	106.2
Barrie	1,600	3,412	113.3
Hamilton	8,559	20,728	142.2
Chatham	1,709	4,346	154.3
St. Thomas	1,274	3,566	179.9
Kingston	1,788	5,350	199.2
Kitchener	2,650	8,558	222.9
Brockville	1,439	4,703	226.8
Belleville	1,487	4,992 ⁽⁴⁾	235.7
St. Catharines	3,675	13,000	253.7
Brantford	1,755	8,503	384.5
Oshawa	2,054	10,488	410.6
London	6,873	38,814	464.7
Welland	970	5,992	517.7
Sarnia	1,182	9,083	668.4
Sudbury	2,623	24,161	821.1
Galt	717	7,099	890.1
Niagara Falls	1,294	17,394	1,244.2
Cornwall	793	15,406	1,842.7

(1) Source - Department of Municipal Affairs, Municipal Directory 1951 and 1963.

(2) 1951, total assessed acreage, includes land exempt from taxation.

(3) 1963, assessed acreage for taxation, land subject to taxation only.

Note: - In all cases the "total acreage" shown in the 1963 Municipal Directory is greater than the "acreage for taxation" but the latter appears more nearly comparable with the "Assessed acreage" reported in the 1951 Municipal Directory.

(4) Taken from 1962 Municipal Directory.

REGIONAL GOVERNMENT

Regions must be studied individually in terms of population, logical planning areas, watersheds, economic and social conditions and other relevant factors in order to define suitable boundaries for larger units of local government.

As a practical start the Committee recommends the adoption of the county, in whole or in part or with additions thereto, as the basic unit of regional government.

The Committee gave a great deal of consideration to the inclusion of cities and separated towns as part of the regional unit. It was thought that they might create a strong nucleus and give added vitality to the whole. The larger area would also give greater scope to planning through the natural extension and co-ordination of existing facilities, and would eliminate the constant threat and fear of annexation or amalgamation. In addition many thousands of dollars are being wasted in the battles over boundary changes. An examination was made of each county to determine whether, the cities and separated towns, if included in the larger unit of government, would dominate the smaller urban and rural areas by reason of their population. (See Appendix N).

The Table shows that in the 23 counties affected (City of Toronto excluded) the assessed population of the municipalities excluded from the county unit as a percentage of the total assessed population of the county varied from 17.7 to 80.8. Fourteen ranged from 40.4% to 68.8%.

Cities and separated towns should be included in the larger unit of government and this would bring about an adjustment of provincial grants.

REGIONAL COUNCILS

At present, county councils are composed of the reeves and deputy reeves of the towns, not being separated towns, and of the villages and townships in the county. Provision is made for limited multiple voting. A basic principle of our democratic way of life is representation by population and the Committee has noted with interest the measures being taken at present by both the federal and provincial governments to re-distribute the electoral districts in order to give effect to this principle. Representation on many county councils is inequitable. (See Appendix O). For example, in one county comprised of 15 municipalities 37.5% of the total population live in one municipality which has 44.7% of the taxable assessment of the county but has only 4 of the 22 votes in the county council. In another county, a municipality with a population of 70,000 and 61.7% of the total taxable assessment has 4 votes while a municipality with a population of 645 and 0.2% of the total taxable assessment has one vote.

A member who is elected to a local council is primarily concerned with the activities and affairs of that council. He is sensitive to the wishes of the people who have elected him to that office and has them in mind when he becomes involved in the decision-making process. If, at the same time by virtue of his office, he is a member of another body, that other body is of secondary importance. There is an inherent conflict between the interests of the people he represents directly and the interests of the larger community which he represents indirectly. As the activities of the larger unit of government grow this conflict of interests will become more acute, not only in the time available and allotted to the two interests, but in regard to the approach to and the solution of the many problems.

Democracy in its best form emanates from the direct election of representatives at all levels of government. This method is adopted in elections at the federal, provincial and local municipal level. If the regional government is to adhere to this pattern, the regional councils should be elected directly by the people, as nearly as practical on the principle of representation by population. This should be accomplished by the use of a ward system. Ward boundaries should follow as nearly as possible the

REGIONAL COUNCILS

boundaries of constituent municipalities, although it will sometimes be necessary to combine or divide local municipalities to achieve equality of representation.

The Committee gave consideration to the qualifications for election to council in its Second Interim Report (p. 16). It recommended that the right to sit on council should be extended to those persons of 21 years of age or over who are Canadian citizens and have resided in the municipality for at least one year next preceding the date of the election. There is no reason for the qualifications for election to the regional council to be different. Nor is there reason for a separate list of circumstances that would disqualify a person from seeking office and sitting on the regional council.

As the area of local government is enlarged and the Province becomes more heavily populated and urbanized, the administration of community services becomes increasingly complicated. A more highly trained and specialized staff may prove to be the answer in regard to the daily administration and operation of the municipality, but it is not to be expected that the elected members of council who formulate and direct policy are equally informed. This is not meant to imply a lack of native competence on the part of elected representatives, but rather that a longer period of service on council than at present is required before a councillor can better understand the complex municipal operation. For this reason, the Committee is of the opinion that the present one or two year term of office will be too short for the regional council and that the members thereof should serve for a minimum term of three years.

The regional council should elect one of its members as its head who should hold that office throughout his term.

Consideration was given to the principle of the staggered term with the thought that provision might be made for the retirement of one-third of the council each year. In this way there would be preserved a certain continuity of experienced membership. Although an annual election would be necessary to fill one-third of the seats on council it could be argued that this would ensure the close contact of the elected representatives with the electorate which would keep the council sensitive to the wishes

REGIONAL COUNCILS

of the people. Experience has indicated, however, that it is more probable for an entire council to be returned to office than to have an entirely new council elected. For these reasons, coupled with the present poor turnout at municipal elections, even when they are held biennially, the Committee does not recommend more frequent elections.

RESPONSIBILITIES OF REGIONAL GOVERNMENTS

The problem of assigning powers and duties to the regional government was considered at length by the Committee. Inherent in the question are the varied interests as between those in urban and rural areas. Services considered necessary for the city-oriented person might prove a burden and even ridiculous for the rural resident. The Committee came to the conclusion that a study must be made of each individual area before any specific allocation of responsibilities could be recommended for that area. The Committee feels however, that there are certain basic responsibilities that should be assigned immediately to the regional councils. These relate to assessment, taxation, planning, arterial roads, public health, hospitals, welfare and policing. Certain other services might be administered by the regional councils.

The Committee is of the opinion that jurisdiction over storm and sanitary trunk sewers, sewage disposal plants, trunk watermains, water purification plants, garbage disposal, pollution control, regional type parks and fire protection could be assumed by the regional council for all or part of the larger area.

RESPONSIBILITIES OF REGIONAL GOVERNMENTS

ADMINISTRATION OF JUSTICE

The transfer of the responsibility for the administration of justice has not been included in the functions proposed for the regional government as it is the opinion of the Committee, as recommended in the Second Interim Report, (p. 51) that the administration of justice is not now a proper responsibility of local government and should be assumed entirely by the Provincial Government and in addition the construction and maintenance of gaols should be a Provincial responsibility.

ASSESSMENT

Legislation presently exists for a county council to appoint an assessment commissioner for the county, in which event the assessors for the individual municipalities within the county cease to function as such, the result being regional assessment. This power has already been exercised by a number of counties. There is a great deal of merit in county assessment in that it eliminates the multiplicity of assessment jurisdictions, for each of which there is often a different approach to value. It also substitutes a uniform approach which makes equalization unnecessary. An assessment area large enough to encourage the use of more skilled personnel and to finance the improved operation is thus created.

The Committee therefore recommends, that The Assessment Act be amended to provide that each regional council shall appoint an assessment commissioner and that the provision allowing the councils of local municipalities forming part of the county to appoint assessors be repealed.

RESPONSIBILITIES OF REGIONAL GOVERNMENTS

TAXATION

The county at present raises its revenue by levying on its constituent municipalities on the basis of an equalized assessment. All tax billing is performed by the local municipalities which are also responsible for tax collection. A municipality's share of county expenditure is therefore raised by that local municipality and remitted to the county.

The Committee is of the opinion that regional taxes should be levied by the regional authority when it assumes the exclusive right of assessment. The regional council would then issue its own tax bills to finance the cost of its services and in addition on the request of the local municipalities could collect and remit to them, their taxes.

PLANNING

Planning of our physical environment has become urgent. It should no longer be done in an individualistic, hit and miss fashion. Rather it needs to be performed on a larger scale over a wider area than at present. It is important that regional planning be pursued as a positive and consistent policy. As previously mentioned the need for proper planning units should be a major consideration in determining the boundaries of larger units of local government. If the suggestion is adopted that the county in whole or in part or with additions thereto be used initially for the larger units of local government it is then imperative that The Planning Act be amended so that planning would be a regional responsibility. Proper official plans should be prepared, not merely to diagrammatically indicate land use, but to determine the extent and location of major municipal services, such as, arterial roads, storm and sanitary trunk sewers, trunk watermains, sewage disposal plants and water purification plants. The phasing or sequence of development of these services should be indicated and a programme projected for their construction.

RESPONSIBILITIES OF REGIONAL GOVERNMENTS

Regional planning cannot work well without regional government. The municipal structure should be revised so that the number of appointed boards and commissions will be reduced. It was with this aim that the Select Committee recommended in its Second Interim Report (p. 81) the dissolution of planning boards and the transfer of their responsibilities to elected councils. Linked with the reduction of the number of boards and commissions is the recommendation that committees of council be given legal status in order that they may function expeditiously and with authority in determining matters specifically delegated to them.

ARTERIAL ROADS

Modern communications have been an important factor in creating the need for regional government. Also the motor vehicle has created the demand for higher standards of construction and maintenance of roads.

Arterial roads should be the responsibility of a unit of government covering a large area as they must be planned on that basis. Their construction and maintenance requires more highly qualified staff, greater expenditure and higher standards of construction and maintenance than local roads. For these reasons, the Committee is of the opinion that arterial roads should be under the jurisdiction and control of the regional council. In addition the regional council should have exclusive authority to designate what roads are arterial roads.

The Committee heard representations in regard to suburban roads commissions and while there are conflicting opinions as to the need or worth of these agencies their perpetuation in the proposed scheme of regional government would be an anachronism. At present there is provision in The Highway Improvement Act for a county council to provide that the suburban roads commission also act as the county road committee. The major distinction between the two bodies is that there is provision for city representation on the suburban roads commission. Members of the county road committee must be residents of the county although not necessarily members of the council.

RESPONSIBILITIES OF REGIONAL GOVERNMENTS

The Committee is of the opinion that suburban roads commissions are unnecessary* and recommends that the regional councils be responsible for both the present "county roads" and "suburban roads".

*See recommendations, page 148, The Highway Improvement Act.

PUBLIC HEALTH

There is little doubt that in order to carry out an effective, economical and efficient community health programme, a full-time, properly trained staff is necessary and to accomplish this, administrative units larger than most local municipalities are required.

The Committee learned that the first health unit in this Province which was made up of a number of the eastern counties, was established in 1935. Today there are 37 health units in Ontario, 28 of which have been operating for more than 10 years.

Many of the health units in Southern Ontario are organized on a county basis and a number of the cities within the county boundaries comprise a part of the unit. There is accordingly, ample precedent for the administration of preventive health services over a larger area than that of the local municipality.

The Committee recommends that public health services be the responsibility of the regional government.

HOSPITALS

A modern hospital is an expensive structure that draws its patients from a large area. While the present support given to hospitals by public spirited citizens and local communities should be further encouraged, at the same time, hospitals should be the responsibility of the regional council.

RESPONSIBILITIES OF REGIONAL GOVERNMENTS

WELFARE

The Committee is of the opinion that there is merit in performing welfare services on a regional basis. Greater mobility of population and greater industrialization have made welfare a less appropriate function for small local municipalities. Increasing population and urbanization have added further weight to the argument that welfare should be administered by a body having jurisdiction over a larger area. In this way, trained social workers and other specialized staff may be more readily encouraged to participate in a service that must, at the present time, rely more and more on this type of personnel.

The Committee therefore recommends that welfare services be the responsibility of the regional council.

POLICING

The Committee is aware of the difference in policing services needed in urban centres with a high concentration of population as compared with the needs of the rural areas. However, modern communications and technology has made more feasible the formation of police forces with jurisdiction over a larger area. The Committee is therefore of the opinion that the policing function should be performed on a regional basis.

The Committee recommends that policing be a responsibility of the regional government.

SEWERS AND WATER

It is difficult to separate the proper location and design of services from the over all planning process. Services are provided to meet the needs of people and it is important to direct the sequence of development through planning control. It has been suggested that the function of planning be a duty of the regional council. It is equally important that certain types of major works be controlled by the regional council as they are an integral

RESPONSIBILITIES OF REGIONAL GOVERNMENTS

part of this planning process. The design of a network of trunk sewers and a modern sewage disposal plant involves relatively large areas. Such an area might encompass a complete watershed. This in turn is related to water conservation and pollution control. The problem of the disposal of waste water cannot logically be separated from that of the supply of wholesome and pure water in the first instance. Water and sewer services are in this regard closely related. For this reason the Committee gave considerable thought to the immediate vesting and control of storm and sanitary trunk sewers, sewage disposal plants, trunk watermains and water purification plants in the regional council. However, this may be practical only in certain regions at the present time and a detailed study of each region would have to be made in order to make a positive recommendation.

The Committee recommends where appropriate, a gradual transfer of these services to the regional council bearing in mind the present powers and activities of the Ontario Water Resources Commission.

REGIONAL TYPE PARKS

Regional type parks are a benefit to a very large area and might well be the responsibility of the regional council particularly as they are related to planning and arterial roads.

The work of the various conservation authorities has led to the creation of regional parks as a benefit ancilliary to their major purpose of conservation. Neighbourhood parks and recreation areas should remain the responsibility of local municipalities and the participation of the community in these projects encouraged.

The Committee wishes to reiterate its recommendation as contained in its Third Report (p. 116) that all programmes and services afforded to municipalities by the various statutes in regard to parks and recreation be administered by a parks and recreation branch of the Department of Municipal Affairs.

RESPONSIBILITIES OF REGIONAL GOVERNMENTS

Aside from the desirability of the regional councils being authorized to provide parks, it does not appear to the Committee that there is any urgency to immediately transfer control of existing regional type parks to the regional councils. Prior to making a recommendation in this regard certain detailed planning will have to be done in consultation with the conservation authorities for any particular region.

The Committee recommends in principle that regional type parks be administered by the regional councils.

FIRE PROTECTION

There is always a problem in determining the optimum area best suited to administer a particular service and as previously stated the size of that area may vary, depending upon the type of service to be performed. Inherent in a single political unit is a compromise of the geographical areas best suited for the different undertakings that a municipality is called upon to perform. The provision for fire protection is no exception.

The Committee has been informed by persons appearing before it that unnecessary damage by fire has resulted through delay of the municipality's fire fighting equipment in arriving at a fire. A neighbouring municipality's fire fighting equipment could have arrived much sooner but did not do so because of the absence of a written agreement covering such matters as compensation. For this reason a number of municipalities have made reciprocal arrangements for fire fighting services as authorized by The Municipal Act. The Committee was also informed that there are 33 mutual fire aid systems functioning in the Province comprising 39 geographical counties and 3 districts. These systems include 450 municipalities and were organized to provide reciprocal aid in fire protection in conjunction with the civil defence programme which dates back to 1951.

RESPONSIBILITIES OF REGIONAL GOVERNMENTS

The Committee is of the opinion that the fire fighting services and equipment of the various municipalities could be put to more efficient use if they were organized on a regional basis. Modern communications systems including fire alarm and dispatching services could be employed. Advantages would accrue through the pooling of financial resources in the purchase and standardization of equipment, the operation of fire prevention programmes and training schools.

The Committee is of the opinion that fire protection would be more effective if organized on a regional basis and recommends that this service be the responsibility of the regional government.

Mr. Fred M. Young feels that once a regional government is set up present municipalities or combinations thereof might become boroughs or wards of the region. While there might be certain flexibility in financial administration as far as the wards or boroughs are concerned, ultimate financial control should rest with the regional government.

Mr. Vernon M. Singer does not concur with recommendation 5, on page 185 which refers to the text on pages 174 and 175. If a regional government is to include a number of local governments in its area of responsibility, each head of such local government must, in his opinion, by virtue of his office, be a voting member of such regional government. To ignore the democratically elected head of a local government in the manner suggested in this report would create from the beginning such a source of irritation that the success of regional government could well be in question.

SUMMARY OF RECOMMENDATIONS
PERTAINING TO REGIONAL GOVERNMENT

1. That larger units of local government, designated as "regional", be established with suitable boundaries having consideration to population, assessment, logical planning areas, watersheds and economic and social conditions;
2. That as a practical start the county in whole or in part or with additions thereto, be adopted as the basic unit of regional government;
3. That cities and separated towns be included in the regional governments;
4. That the qualifications for election to the regional councils be the same as for election to municipal councils;
5. That the members of the regional councils be elected directly by the people on the basis of wards, which should be, as nearly as possible, equal in population;
6. That the term of office of the members of the regional councils be not less than three years;
7. That a regional council should elect one of its members as its head who should hold that office throughout his term;
8. That the regional council be given the powers of assessment, taxation, planning, arterial roads, public health, hospitals, welfare and policing;
9. That the regional council may assume any storm and sanitary trunk sewer, sewage treatment plant, trunk watermain, water purification plant, regional type park and fire services and equipment for all or part of the larger area.

CONTINUING COMMITTEE

The Committee is impressed with the fact that municipal problems and the provincial-municipal relations in the Province have been under more or less continuous study for many years. There was, in recent years, a Provincial-Municipal Relations Committee studying the problems suggested by its title, which in turn, was succeeded by the Municipal Advisory Committee. The Select Committee on The Municipal Act and related Acts does not feel that it has by any means covered the whole field of municipal law and local government due to its many complexities and ramifications.

The amount of local government activity is increasing rapidly, as can be seen by the increase in municipal tax levies, gross debenture debt and expenditure, shown in the table on the following page:-

CONTINUING COMMITTEE

ONTARIO MUNICIPAL GOVERNMENT
TAX LEVY, GROSS DEBENTURE DEBT OUTSTANDING
and TOTAL EXPENDITURE

SELECTED YEARS 1941 to 1963
CURRENT and CONSTANT (1957=100) Dollars

<u>Year</u>	<u>Tax Levy</u>		<u>Gross Debenture Debt Outstanding</u>		<u>Total Expenditure</u>	
	\$'000	% Change 1941/1946 etc.	\$'000	% Change 1941/1946 etc.	\$'000	% Change 1941/1946 etc.
<u>Current Dollars</u>						
1941	111,085	-	335,420	-	n. a.	-
1946	115,855	+ 4.3	214,670	- 36.0	159,292	n. a.
1951	226,033	+ 95.1	437,577	+ 103.8	308,872	+ 93.9
1956	382,262	+ 69.1	881,864	+ 101.5	527,046	+ 70.6
1961	640,792	+ 67.6	1,577,991	+ 78.9	886,130	+ 68.1
1963	744,938	+ 16.3	1,830,909	+ 16.0	1,036,842	+ 17.0
<u>Constant Dollars (1957=100)</u>						
1941	256,547	-	774,642	-	n. a.	-
1946	221,097	- 13.8	409,676	- 47.1	303,992	n. a.
1951	289,415	+ 30.9	560,278	+ 36.8	395,483	+ 30.1
1956	401,958	+ 38.9	927,302	+ 65.5	554,202	+ 40.1
1961	580,954	+ 44.5	1,430,636	+ 54.3	803,382	+ 45.0
1963	618,206	+ 6.4	1,519,427	+ 6.2	860,450	+ 7.1

Source - Department of Municipal Affairs,
 Annual Report of Municipal Statistics.

CONTINUING COMMITTEE

The increase in municipal expenditures in addition to the effect of rising costs, is due in part to increasing population and changes in the kinds and standards of services the public expects. These latter factors have contributed to the increase in the number of urban municipalities, a proliferation of special purpose bodies, changes in the responsibilities of local government, changes in the relationship with the provincial government and changes in the administrative and financial procedures of local governments.

If both the provincial government and the municipalities are to adjust easily to changing circumstances, it is important that the fullest information possible regarding these factors be made available.

While there is considerable knowledge on the part of individual provincial departments, and of particular municipalities of those aspects which are their special concern, it is difficult to obtain an overall view of what is the present structure of local government in Ontario, how it got to be that way, in what direction local government is evolving, and what factors are forcing changes.

Research on matters affecting local government should be intensified so that knowledge of the structure, functioning and problems of local government will be extended, and the effects of changing circumstances better understood. As there is both a provincial and a municipal interest in this research it should not be conducted solely within government departments. Research by municipal organizations and other non-provincial bodies should be encouraged.

The Committee is of the opinion that there is a need for a continuing study of the legislation affecting municipalities, of the ways and means of adapting the municipal structure and municipal powers to meet the needs of a continuously and rapidly changing society and economy and of the complex field of provincial-municipal relations.

Such a continuing study is not the kind of programme that is suitable to assign to a Committee of the Legislature. Members of the Legislature have other duties and do not have the time for sustained study of the problems. Nor is this a matter that could usefully be assigned to the Department of Municipal Affairs. The Department is expected to carry out the policies of the Government,

CONTINUING COMMITTEE

not to call attention to their own possible shortcomings or the failure of the Government to deal with problems. Neither is the Ontario Municipal Board a suitable body to undertake such a study or studies for the reason that it is already so involved with the municipalities in so many aspects of local government, that like the Department it would be in the position of a judge in his own cause.

A possible solution might be the appointment on a continuing basis of a committee of five or seven members, not as representatives of any particular organizations, but on the basis of their practical and special knowledge of municipal affairs. The chairman and committee members should be appointed by the Government. Such a continuing committee can only accomplish its purposes if it has made available to it the services of one or two researchers who would devote their time entirely to the work of the committee and would not be called away on departmental duties. For this reason it is suggested that the staff of the committee should be attached to the Prime Minister's Office.

The terms of reference for the committee should be set out formally but should be in such general terms as to leave the committee free to deal with any matter which falls within the area of study. The committee should report directly to the Prime Minister and the Executive Council.

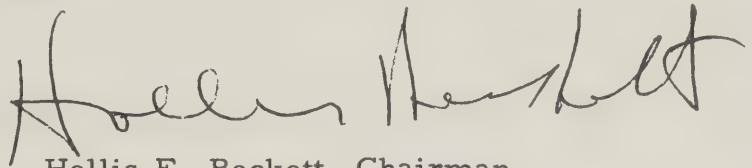
The work of such a continuing committee would be of a comprehensive and time-consuming nature and it should not be expected that it would immediately recommend any major changes.

Problems in the municipal field are continuously arising, and if unattended to, will reach a point when drastic action will have to be taken. It would appear that

CONTINUING COMMITTEE

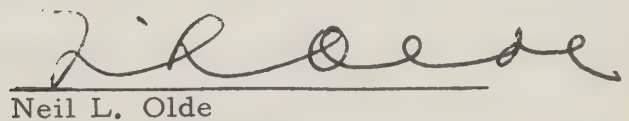
the better part of wisdom would be to meet the new problems as they arise and at the same time, to deal with those problems which neglected and unnoticed, have accumulated over the years.

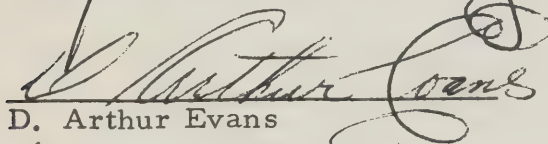
The Committee respectfully submits
its Fourth and Final Report.



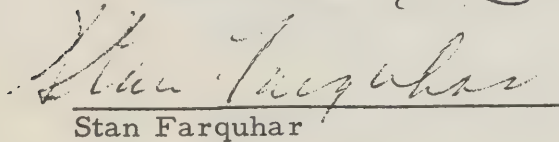
Hollis E. Beckett, Chairman

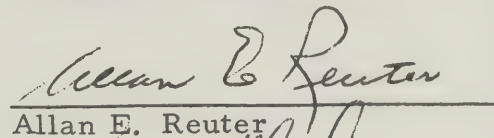

Alfred H. Cowling

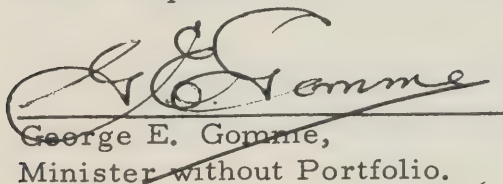

Neil L. Olde

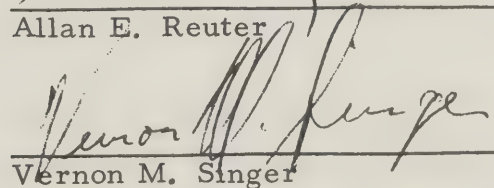

D. Arthur Evans

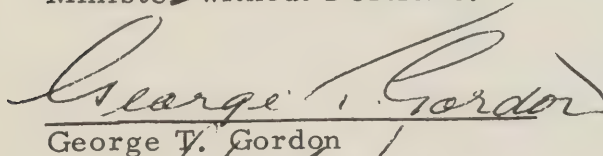

Gordon W. Pittock

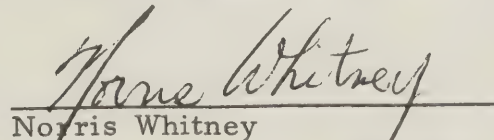

Stan Farquhar

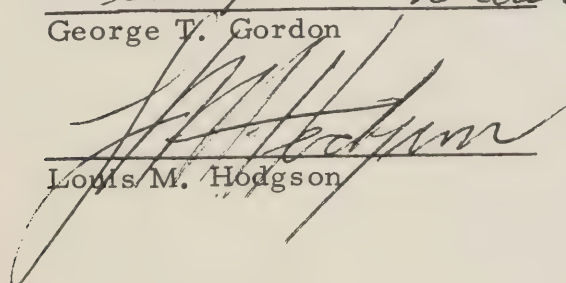

Allan E. Reuter

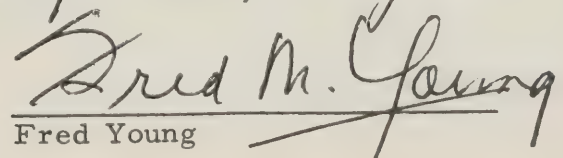

George E. Gomme,
Minister without Portfolio.


Vernon M. Singer


George T. Gordon


Norris Whitney


Louis M. Hodgson


Fred Young

APPENDIX

CONTENTS

Appendix

- I Letter to clerks of all municipalities, June 11th, 1964
- J Advertisements re meetings in Kingston, Ottawa, Sudbury, Sault Ste. Marie, Port Arthur, Niagara-on-the-Lake, London and Windsor
- K Written Submissions from March 1964 to March 1965
- L Attendances from March 1964 to March 1965
- M Local Boards, Commissions, Special Purpose Bodies and Committees, 1964, (Utilities, Planning Boards, Parking, Community Centres, Parks, Public Libraries and Health)
- N Population of Cities and Separated Towns in Counties, 1963
- O Municipalities Included in County Governments, Number of Representatives and Votes on County Councils



ONTARIO

LEGISLATIVE ASSEMBLY

SELECT COMMITTEE ON THE MUNICIPAL ACT AND RELATED ACTS

ROOM 377, PARLIAMENT BUILDINGS.

TORONTO 5

June 11, 1964.

To Clerks of all Municipalities:

The Select Committee of the Legislature appointed to enquire into and review The Municipal Act and related Acts resumed hearings on May 28th in Toronto and intends to hold hearings in other parts of the Province.

Briefs and submissions from municipalities, elected and appointed boards and commissions, elected and appointed officials, other organizations and persons will be received at the above address.

The Committee desires that all interested persons be made aware of this notice and requests that you inform all such persons.

Your co-operation will be appreciated.

Yours very truly,

A handwritten signature in dark ink, reading "Hollis Beckett".

Hollis Beckett, Q.C., M.P.P.,
Chairman.



LEGISLATIVE ASSEMBLY

Select Committee on The Municipal Act and related Acts

The Select Committee appointed by the Legislative Assembly of the Province of Ontario "... to enquire into and review The Municipal Act of the Province and related Acts, including The Assessment Act, The Department of Municipal Affairs Act, The Local Improvement Act, The Ontario Municipal Board Act and The Planning Act, and the regulations made thereunder, for the purposes of modernizing, consolidating and simplifying such Acts and regulations and making such recommendations as may be necessary for their improvement.", will be holding a meeting in the City Council Chambers, City of Kingston, on August 5th, 1964, commencing at 10:00 a.m.

Elected members and appointed officials of municipal governments, school boards, other local boards and commissions, organizations and individuals are requested to attend and express their views on any matter relating to municipal government.

Hollis E. Beckett, Q.C., M.P.P.,
Chairman.

Mrs. H. G. Rowan, C.A.,
Secretary,
Box 105,
Parliament Buildings,
Toronto, (Telephone 365-2804)

Similar advertisements re holding of meetings as follows:-

- City Council Chamber, City of Ottawa, August 6th, 1964;
- City Council Chambers, City of Sudbury, August 10th, 1964;
- City Council Chambers, City of Sault Ste. Marie,
August 12th, 1964;
- City Council Chambers, City of Port Arthur, August 14th, 1964;
- Large Hall, Town Hall, Niagara-on-the-Lake,
August 18th, 1964;
- City Council Chambers, City of London, August 19th, 1964;
- City Council Chambers, City of Windsor, August 20th, 1964.

WRITTEN SUBMISSIONS
MADE TO
SELECT COMMITTEE ON THE MUNICIPAL ACT
AND RELATED ACTS

From March, 1964 to March, 1965

(Appendices D and G continued)

Municipalities

Barrie, City of
Calvert, Township of
Chatham, City of
Chippawa, Village of
Cornwall, City of
Elliot Lake, Improvement District of
Erin, Township of
Fort William, City of
Georgina, Township of
Grimsby North, Township of
Kingston, City of
Leeds and Lansdowne, Front of, Township of
Lincoln, County of
Murray, Township of
Niagara Falls, City of
Ontario, County of
Oshawa, City of
Paipoonge, Township of
Peel, County of
Pelham, Township of
Renfrew, Town of
St. Catharines, City of
Salter, May and Harrow, Township of
Sandwich East, Township of
Shuniah, Township of
Simcoe, County of, and Barrie, City of
Stratford, City of
Sudbury, City of
Toronto, City of
Waterloo, City of
Welland, City of
Wentworth, County of

Municipalities (continued)

Widdifield, Township of
Windsor, City of
Woodstock, City of
York East, Township of

Local Boards and Commissions

Amherstburg Public Utilities Commission
Barrie, The Public Utilities of the City of
Blenheim Public Utilities Commission
Brigden Hydro Electric System
Burlington and Suburban Area Planning Board
Dresden Utilities Commission
Essex Public Utilities Commission
Etobicoke, Hydro-Electric Commission of the Township of
Hamilton Suburban Roads Commission
Kapuskasing Public Utilities Commission
Kingsville Public Utilities Commission
Leamington Public Utilities Commission
Magnetawan Public Utilities Commission
Niagara Falls and Suburban Area Planning Board
Oakville Planning Board, The
Ontario Arenas Association Inc.
Orillia Water, Light and Power Commission
Point Edward Public Utilities Commission
Riverside Public Utilities Commission
Sandwich East, The Public Utilities of the Township of
Sarnia, Hydro-Electric Commission of the City of
Sault Ste. Marie, Public Utilities Commission of the City of
Sault Ste. Marie and Suburban Area Planning Board, The
Simcoe-Barrie Emergency Measures Organization,
Committee of Councils
Strathroy Public Utilities Commission
Sudbury Hydro-Electric Commission
Sudbury Public School Board
Welland, Board of Trustees of the Roman Catholic Separate
Schools for the City of
Welland, Hydro Electric Commission of
Windsor Utilities Commission, The
York North, Township of, The Board of Education for the
York North, Township of - Committee of Adjustment

Unorganized Territory

Victoria T. S. A. , Shedden T. S. A. & R. C. SS #1 and
Spragge P. S. S. #1

Private Organizations and Individuals

Associated Nursing Homes of Ontario
Association of Ontario Mayors and Reeves
Bergstein, Sidney S.
Camelot Beach Reeb's Bay Property Owners Association
Canadian Wholesale Council
 Fitzsimmons Fruit Company, Limited, The (Port Arthur)
 Kingston Area Wholesalers
Conservation Authorities of Ontario
Consumers' Gas Company, The
Georgian Bay Municipal Electric Association, The
Giroux, Joseph L.
Haliburton Highlands Property Owners' Council
Howes, T. D.
Huron County Municipal Officers' Association
Hydro-Electric Power Commission of Ontario, The
Nolan, A. E.
Ontario Federation of Anglers & Hunters Inc. , The
Ontario Municipal Electric Association, The
Ontario Municipal Electric Association, District No. 3
Ontario Municipal Electric Association, District 5
Ontario Municipal Electric Association, District No. 7
Ontario Recreation Association, Inc. , The
Ontario Retail Feed Dealers Association
Ontario Retail Gasoline and Automotive Service Association
Ontario School Trustees' Council, The
Ontario Traffic Conference, The
Potvin, Lionel and others
Ryan, Q. C. , Prof. Stuart, Faculty of Law, Queen's University
Sampson, John B.
Society of Directors of Municipal Recreation of Ontario
Springhurst-Brock's Beach Ratepayers Association

ATTENDANCES
UPON THE
SELECT COMMITTEE ON THE MUNICIPAL ACT
AND RELATED ACTS

From March, 1964 to March, 1965

(Appendices E and H continued)

Municipalities

Barrie, City of
Calvert, Township of
Chapleau, Township of
Chippawa, Village of
Elliot Lake, Improvement District of
Fort William, City of
Georgina, Township of
Grimsby North, Township of
Kingston, City of
Korah, Township of
Lincoln, County of
London, City of
Murray, Township of
Niagara Falls, City of
Ontario, County of
Ottawa, City of
Paipoonge, Township of
Pelham, Township of
Port Arthur, City of
Renfrew, Town of
St. Catharines, City of
Sault Ste. Marie, City of
Simcoe, County of, and Barrie, City of
Sudbury, City of - J. L. Lunney, City Solicitor
 - P. H. Murphy, Clerk-Comptroller
Thorold, Town of
Toronto, City of
Wentworth, County of - Board of Health
 - Legislation Committee
 - Road Committee
Windsor, City of
York East, Township of

Local Boards and Commissions

Barrie, The Public Utilities of the City of
Chatham Public Utilities Commission
Galt and Suburban Planning Board
Hamilton Suburban Roads Commission
Kingston, Public Utilities Commission of the City of
Kitchener Planning Board
London, Public Utilities Commission of the City of
Niagara Falls and Suburban Area Planning Board
Oakville Planning Board, The
Ottawa Hydro Electric Commission
Sarnia, Hydro-Electric Commission of the City of
Sault Ste. Marie, Public Utilities Commission of the City of
Sault Ste. Marie and Suburban Area Planning Board, The
Simcoe - Barrie Emergency Measures Organization
Sudbury Hydro-Electric Commission
Welland, Board of Trustees of the Roman Catholic Separate
Schools of the City of
York North, Township of - Committee of Adjustment

Private Organizations and Individuals

Associated Nursing Homes of Ontario
Association of Ontario Counties
Association of Ontario Mayors and Reeves
Camelot Beach Rees Bay Property Owners Association
Canadian Wholesalers
 Balfour Wholesale Distributors (Hamilton)
 Fitzsimmons Fruit Co. Ltd., The (Port Arthur)
 Kingston Area Wholesalers
 London Area Wholesalers
 Ottawa Area Wholesalers
 Windsor Area Wholesalers
Conservation Authorities of Ontario
Consumers' Gas Company, The
Georgian Bay Municipal Electric Association, The
Grand Valley Municipal Electric Association
Hepditch, G. D.
Huron County Municipal Officers' Association
Hydro-Electric Power Commission of Ontario, The
Ontario Federation of Anglers & Hunters Inc., The

Private Organizations and Individuals (continued)

Ontario Municipal Electric Association, The
Ontario Municipal Electric Association, District No. 3
Ontario Municipal Electric Association, District 5
Ontario Recreation Association, Inc., The
Ontario Retail Gasoline and Automotive Service Association
Ontario School Trustees' Council, The
Ontario Teachers' Federation
Peltier, Louis
Ryan, Q. C., Prof. Stuart, Faculty of Law, Queen's University
Scarborough and Associated Farmers Association
Society of Directors of Municipal Recreation of Ontario
Springhurst-Brock's Beach Ratepayers Association
Sudbury and District Chamber of Commerce
Town Planning Institute of Canada, Central Ontario Chapter, The
Wilson, R. C. G.
York County Federation of Agriculture

Other Jurisdictions

Maricopa County, Arizona, U. S. A. (film)

LOCAL BOARDS, COMMISSIONS, SPECIAL PURPOSE BODIES AND COMMITTEES,

1964(1)

(Utilities, Planning Boards, Parking, Community Centres,
Parks, Public Libraries and Health)

	Cities*	Towns	Villages	Townships	Improvement	
					Districts	Counties
<u>UTILITIES</u>						
Hydro		22	66	10		
Water	2	2	23	17		
Telephone Systems				23		
Transportation	2					
Hydro and Water	15	63	27	6		
Hydro and Telephone		1	1			
Hydro and Transportation	1					
Hydro and Personnel				1		
Hydro and Police				1		
Hydro and Streets		1				
Hydro, Water and Telephone		1				
Hydro, Water and Transportation	5					
Hydro, Water, Transportation and Telephone	1					
Hydro, Water, Transportation and Gas	1					
Hydro, Water, Transportation and Parking	1					
Hydro, Water, Transportation, Gas and Hydro Shop	1					
Hydro, Water, Transportation, Gas and Telephone	1					
Hydro, Water and Public Service	1					

LOCAL BOARDS, COMMISSIONS, SPECIAL PURPOSE BODIES AND COMMITTEES,
1964⁽¹⁾ (continued)

	Cities*		Towns	Villages	Townships	Improvement	
						Districts	Counties
Hydro, Water and Sewers		2		1			
Hydro, Water, Sewers and Telephone		1					
Hydro, Water, Sewer and Garbage				2			
Water and Transportation	1						
Water and Fire		1		1			
Water and Parks				1	1		
Water and Sanitation		1					
Water and Sewers		6		5	2		
Waterworks		18			1		
Water and Works	2						
Water, Light and Fire		1		1			
Water, Police and Parks				1			
Water, Property and Police					1		
Water, Sanitation and Public Works					1		
Transportation and Bus		1					
Transportation and Railway	1						
Transportation, Light and Heat and Railway	1						
Light and Fire				1	6		
Light, Fire and Protection		1					
Light, Police, Fire and Welfare		1					
Lights, Streets and Parks					1		
Light, Welfare and Fire					1		

LOCAL BOARDS, COMMISSIONS, SPECIAL PURPOSE BODIES AND COMMITTEES.

1964⁽¹⁾ (continued)

	Cities *	Towns	Villages	Townships	Improvement Districts	Counties
<u>PLANNING BOARDS</u>	27	70	27	97	4	

PARKING

Parking Authority
 Parking and Traffic
 Parking, Light and Traffic
 Parking, Police and Traffic

7	1		2	
	2		1	
1				
	1			

COMMUNITY CENTRES

Community Centre Auditorium
 Community Sports Centre
 Community Centre and Civil
 Defence
 Community Centre and Recreation
 Memorial or Community Centre
 Memorial, Civic and Arena Centre
 Arena Committee
 Arena, Finance and Welfare
 Swimming Pool

7		1		2	
		2	8		
	35	48	112		3
9	15	5	5	1	
	5				

PARKS

Boards of Parks Management
 Parks Committee
 Parks and Arena
 Parks and Buildings

17	44	12	26		3
				1	
		1			

LOCAL BOARDS, COMMISSIONS, SPECIAL PURPOSE BODIES AND COMMITTEES,
1964⁽¹⁾ (continued)

	<u>Cities*</u>	<u>Towns</u>	<u>Villages</u>	<u>Townships</u>	<u>Improvement Districts</u>	<u>Counties</u>
Parks and Cemetery		2				
Parks and Community Services		1				
Parks and Finance			1			
Parks and Property	1	5	2	1		
Parks and Recreation	7	4	1	10		
Parks and Rink			1			
Parks and Tourists		1				
Parks and Welfare		1				
Parks, Arena and Recreation			1			
Parks, Police and Property			1			
Parks, Recreation and Community Centre				1		
Parks, Trees and Arena			1			
Parks, Works and Roads		1				
Public Works and Parks	1			1		
<u>PUBLIC LIBRARIES</u>	27	89	66	30	2	8
<u>HEALTH</u>						
Board of Health	16	38	35	173	5	
Health and Sanitation	1					
Welfare and Health		1				
Public Relations, Town Planning, Chamber of Commerce, Health, Welfare and Police.				1		

*Including the Municipality of Metropolitan Toronto.

(1) As reported on Department of Municipal Affairs, Return of Officers for 1964, Part II.

POPULATION OF CITIES AND SEPARATED TOWNS IN COUNTIES *
1963

<u>Municipalities</u>			<u>Assessed Population</u>		
			Counties -	Cities and Separated Towns	Percentage
			of County		
			No.	No.	%
Brant			79,848		
Brantford	- City			54,917	68.8
Carleton			373,803		
Eastview	- City			25,319	6.8
Ottawa	- City			276,769	74.0
				302,088	80.8
Elgin			59,405		
St. Thomas	- City			22,456	37.8
Essex			257,289		
Windsor	- City			112,049	43.5
Riverside	- Sep. Town			18,836	7.3
				130,885	50.9
Frontenac			78,928		
Kingston	- City			50,011	63.4
Grey			62,574		
Owen Sound	- City			17,877	28.6
Hastings			87,016		
Belleville	- City			30,610	35.2
Trenton	- Sep. Town			13,823	15.9
				44,433	51.1
Kent			91,190		
Chatham	- City			30,116	33.0
Lambton			99,284		
Sarnia	- City			50,607	51.0
Lanark			38,303		
Smith's Falls	- Sep. Town			9,655	25.2

POPULATION OF CITIES AND SEPARATED TOWNS - continued

<u>Municipalities</u>	<u>Assessed Population</u>		
	Counties -	Cities and Separated Towns	Percentage of County
	No.	No.	%
Leeds and Grenville	68,950		
Brockville - City		18,456	26.8
Gananoque - Sep. Town		5,077	7.4
Prescott - Sep. Town		5,151	7.5
		<u>28,684</u>	<u>41.6</u>
Lincoln	129,462		
St. Catharines - City		<u>85,732</u>	<u>66.2</u>
Middlesex	221,322		
London - City		<u>171,116</u>	<u>77.3</u>
Ontario	144,054		
Oshawa - City		<u>65,464</u>	<u>45.4</u>
Oxford	71,807		
Woodstock - City		21,677	30.2
Ingersoll - Sep. Town		7,309	10.2
		<u>28,986</u>	<u>40.4</u>
Perth	57,997		
Stratford - City		21,190	36.5
St. Mary's - Sep. Town		4,646	8.0
		<u>25,836</u>	<u>44.5</u>
Peterborough	75,574		
Peterborough - City		<u>51,257</u>	<u>67.8</u>
Simcoe	131,318		
Barrie - City		<u>23,225</u>	<u>17.7</u>
Stormont, Dundas and Glengarry	91,969		
Cornwall - City		<u>42,856</u>	<u>46.6</u>

POPULATION OF CITIES AND SEPARATED TOWNS - continued

<u>Municipalities</u>		<u>Assessed Population</u>		
		Counties - Cities and Separated Towns		
		Percentage		
		of County		
		No.	No.	%
Waterloo		187,276		
Galt	- City		28,756	15.4
Kitchener	- City		80,283	42.9
Waterloo	- City		23,401	12.5
			<u>132,440</u>	<u>70.7</u>
Welland		167,775		
Niagara Falls	- City		53,941	32.1
Welland	- City		36,712	21.9
			<u>90,653</u>	<u>54.0</u>
Wellington		85,953		
Guelph	- City		<u>40,918</u>	<u>47.6</u>
Wentworth		349,650		
Hamilton	- City		<u>271,300</u>	<u>77.6</u>

*The Municipality of Metropolitan Toronto excluded.

**MUNICIPALITIES INCLUDED IN COUNTY GOVERNMENTS
NUMBER OF REPRESENTATIVES AND VOTES ON COUNTY COUNCILS
CLASSIFIED BY ASSESSED POPULATION, 1963**

County	A S S E S S E D P O P U L A T I O N			Assessment Equalized for County Purposes \$'000	C O U N T Y C O U N C I L		A S A P E R C E N T A G E O F T O T A L		
	Population Range	Number of Municipalities	Total Population		Representation	Votes	Assessed Population	Assessment Equalized for County Purposes	C O U N T Y C O U N C I L Representation Votes
BRANT	1,001 - 2,000	2	2,425	2,835	2	2	9.7	8.4	20.0 14.3
	3,001 - 5,000	1	3,248	4,223	2	2	13.0	12.6	20.0 14.3
	5,001 - 7,000	2	11,164	13,877	4	6	44.8	41.2	40.0 42.8
	7,001 - 10,000	1	8,094	12,737	2	4	32.5	37.8	20.0 28.6
	TOTAL	6	24,931	33,672	10	14	100.0	100.0	100.0 100.0
BRUCE	up to 1,000	13	8,010	9,828	13	13	19.1	18.0	33.3 32.5
	1,001 - 2,000	13	19,516	29,351	18	19	46.6	53.8	46.2 47.5
	2,001 - 3,000	4	10,302	11,229	6	6	24.6	20.6	15.4 15.0
	3,001 - 5,000	1	4,069	4,161	2	2	9.7	7.6	5.1 5.0
	TOTAL	31	41,897	54,569	39	40	100.0	100.0	100.0 100.0
CARLETON	up to 1,000	3	2,464	3,596	4	4	3.4	4.4	21.1 16.6
	1,001 - 2,000	3	4,702	3,481	3	3	6.5	4.2	15.8 12.5
	2,001 - 3,000	4	9,160	13,299	6	6	12.8	16.0	31.6 25.0
	5,001 - 7,000	1	5,863	4,805	2	3	8.2	5.8	10.5 12.5
	17,001 - 21,000	1	19,205	25,004	2	4	26.8	30.1	10.5 16.7
DUFFERIN	29,001 - 49,000	1	30,321	32,797	2	4	42.3	39.5	10.5 16.7
	TOTAL	13	71,715	82,982	19	24	100.0	100.0	100.0 100.0
DUFFERIN	up to 1,000	2	1,613	1,819	2	2	9.8	9.4	15.4 15.4
	1,001 - 2,000	4	5,694	6,865	5	5	34.5	35.5	38.4 38.4
	2,001 - 3,000	2	4,252	5,212	4	4	25.8	26.9	30.8 30.8
	3,001 - 5,000	1	4,934	5,466	2	2	29.9	28.2	15.4 15.4
	TOTAL	9	16,493	19,362	13	13	100.0	100.0	100.0 100.0
ELGIN	up to 1,000	5	3,173	3,205	5	5	8.6	5.8	20.8 18.5
	1,001 - 2,000	4	5,019	7,345	5	5	13.6	13.4	20.8 18.5
	2,001 - 3,000	2	5,165	9,077	4	4	14.0	16.6	16.7 14.8
	3,001 - 5,000	4	16,978	26,669	8	9	45.9	48.6	33.4 33.4
	5,001 - 7,000	1	6,614	8,534	2	4	17.9	15.6	8.3 14.8
	TOTAL	16	36,949	54,830	24	27	100.0	100.0	100.0 100.0

MUNICIPALITIES INCLUDED IN COUNTY GOVERNMENTS (Continued)

County	A S S E S S E D P O P U L A T I O N			Assessment Equalized for County Purposes \$'000	C O U N T Y C O U N C I L		A S A P E R C E N T A G E O F T O T A L		C O U N T Y C O U N C I L	V o t e s
	Population Range	Number of Municipalities	Total Population		Representation	Votes	Assessed Population	Assessment Equalized for County Purposes		
ESSEX	up to 1,000	1	6	1,441	1	1	*	1.1	2.7	2.2
	1,001 - 2,000	4	6,755	6,813	4	4	5.4	5.2	10.8	8.7
	2,001 - 3,000	4	9,442	12,707	4	4	7.5	9.7	10.8	8.7
	3,001 - 5,000	9	35,252	38,039	18	19	28.0	28.9	48.7	41.3
	5,001 - 7,000	1	5,569	7,116	2	2	4.4	5.4	5.4	4.3
	7,001 - 10,000	2	16,759	21,246	4	8	13.3	16.1	10.8	17.4
	21,001 - 25,000	1	22,070	18,749	2	4	17.5	14.2	5.4	8.7
	29,001 - 49,000	1	30,149	25,515	2	4	23.9	19.4	5.4	8.7
	TOTAL	23	126,002	131,626	37	46	100.0	100.0	100.0	100.0
	up to 1,000	7	3,531	4,114	7	7	12.2	10.0	35.0	31.8
FRONTENAC	1,001 - 2,000	4	5,244	5,339	5	5	18.1	13.0	25.0	22.7
	2,001 - 3,000	1	2,069	2,274	2	2	7.2	5.5	10.0	9.1
	3,001 - 5,000	2	7,240	11,069	4	4	25.0	26.8	20.0	18.2
	10,001 - 13,000	1	10,833	18,428	2	4	37.5	44.7	10.0	18.2
	TOTAL	15	28,917	41,224	20	22	100.0	100.0	100.0	100.0
	up to 1,000	5	2,693	1,612	5	5	6.0	4.5	12.8	12.5
	1,001 - 2,000	13	20,316	16,939	19	19	45.5	47.1	48.7	47.5
	2,001 - 3,000	6	13,501	11,141	11	11	30.2	31.0	28.2	27.5
	3,001 - 5,000	2	8,187	6,244	4	5	18.3	17.4	10.3	12.5
	TOTAL	26	44,697	35,936	39	40	100.0	100.0	100.0	100.0
GREY	up to 1,000	4	2,729	4,886	4	4	9.7	12.3	20.0	18.2
	1,001 - 2,000	5	7,129	10,707	6	6	25.5	26.9	30.0	27.3
	2,001 - 3,000	4	8,801	10,707	6	6	31.4	26.9	30.0	27.3
	3,001 - 5,000	1	3,857	5,660	2	3	13.8	14.2	10.0	13.6
	5,001 - 7,000	1	5,491	7,814	2	3	19.6	19.7	10.0	13.6
	TOTAL	15	28,007	39,774	20	22	100.0	100.0	100.0	100.0
	up to 1,000	8	3,719	7,499	9	9	44.5	51.3	69.2	56.3
	1,001 - 2,000	1	1,941	2,742	2	3	23.2	18.7	15.4	18.7
	2,001 - 3,000	1	2,699	4,393	2	4	32.3	30.0	15.4	25.0
	TOTAL	10	8,359	14,634	13	16	100.0	100.0	100.0	100.0
HALDIMAND	up to 1,000	4	2,729	4,886	4	4	9.7	12.3	20.0	18.2
	1,001 - 2,000	5	7,129	10,707	6	6	25.5	26.9	30.0	27.3
	2,001 - 3,000	4	8,801	10,707	6	6	31.4	26.9	30.0	27.3
	3,001 - 5,000	1	3,857	5,660	2	3	13.8	14.2	10.0	13.6
	5,001 - 7,000	1	5,491	7,814	2	3	19.6	19.7	10.0	13.6
	TOTAL	15	28,007	39,774	20	22	100.0	100.0	100.0	100.0
	up to 1,000	8	3,719	7,499	9	9	44.5	51.3	69.2	56.3
	1,001 - 2,000	1	1,941	2,742	2	3	23.2	18.7	15.4	18.7
	2,001 - 3,000	1	2,699	4,393	2	4	32.3	30.0	15.4	25.0
	TOTAL	10	8,359	14,634	13	16	100.0	100.0	100.0	100.0
HALIBURTON	up to 1,000	4	2,729	4,886	4	4	9.7	12.3	20.0	18.2
	1,001 - 2,000	5	7,129	10,707	6	6	25.5	26.9	30.0	27.3
	2,001 - 3,000	4	8,801	10,707	6	6	31.4	26.9	30.0	27.3
	3,001 - 5,000	1	3,857	5,660	2	3	13.8	14.2	10.0	13.6
	5,001 - 7,000	1	5,491	7,814	2	3	19.6	19.7	10.0	13.6
	TOTAL	15	28,007	39,774	20	22	100.0	100.0	100.0	100.0
	up to 1,000	8	3,719	7,499	9	9	44.5	51.3	69.2	56.3
	1,001 - 2,000	1	1,941	2,742	2	3	23.2	18.7	15.4	18.7
	2,001 - 3,000	1	2,699	4,393	2	4	32.3	30.0	15.4	25.0
	TOTAL	10	8,359	14,634	13	16	100.0	100.0	100.0	100.0

MUNICIPALITIES INCLUDED IN COUNTY GOVERNMENTS (Continued)

County	A S S E S S E D			P O P U L A T I O N		Assessment Equalized for County Purposes \$'000	C O U N T Y C O U N C I L		A S A P E R C E N T A G E O F T O T A L		
	Population Range	Number of Municipalities	Total Population				Representation	Votes	Assessed Population	Assessment Equalized for County Purposes	C O U N T Y C O U N C I L Representation Votes
HALTON	2,001 - 3,000	1	2,483			3,200	2	2**	1.9	1.2	14.3
	3,001 - 5,000	1	4,354			7,037	2	3**	3.4	2.7	14.3
	5,001 - 7,000	2	12,566			17,750	4	8**	9.8	7.0	28.5
	10,001 - 13,000	1	11,177			15,471	2	4**	8.7	6.1	14.3
	29,001 - 49,000	1	46,152			112,633	2	8**	36.0	44.2	14.3
	49,001 - 69,000	1	51,522			98,895	2	9**	40.2	38.8	14.3
	TOTAL	7	128,254			254,986	14	34**	100.0	100.0	100.0
HASTINGS	up to 1,000	9	4,592			2,426	9	9	10.8	7.5	27.3
	1,001 - 2,000	12	17,172			11,323	12	12	40.3	35.2	36.4
	2,001 - 3,000	4	9,386			6,855	8	8	22.1	21.3	24.2
	3,001 - 5,000	1	4,904			6,287	2	2	11.5	19.6	6.1
	5,001 - 7,000	1	6,529			5,279	2	2	15.3	16.4	6.0
	TOTAL	27	42,583			32,170	33	33	100.0	100.0	100.0
HURON	up to 1,000	4	3,243			2,870	4	4	6.4	4.4	11.1
	1,001 - 2,000	13	21,066			32,964	17	17	41.7	50.5	47.2
	2,001 - 3,000	5	12,770			16,237	9	9	25.3	24.9	25.0
	3,001 - 5,000	2	6,777			5,696	4	4	13.4	8.7	11.1
	5,001 - 7,000	1	6,657			7,492	2	4	13.2	11.5	5.6
	TOTAL	25	50,513			65,259	36	38	100.0	100.0	100.0
KENT	up to 1,000	5	2,849			3,254	5	5	4.6	4.0	15.6
	1,001 - 2,000	4	5,888			8,465	4	4	9.6	10.5	12.5
	2,001 - 3,000	5	13,088			17,752	9	9	21.4	22.0	28.1
	3,001 - 5,000	3	10,891			12,557	6	7	17.8	15.5	18.8
	5,001 - 7,000	2	11,749			17,413	4	7	19.2	21.6	12.5
	7,001 - 10,000	2	16,783			21,353	4	8	27.4	26.4	12.5
	TOTAL	21	61,248			80,794	32	40	100.0	100.0	100.0

MUNICIPALITIES INCLUDED IN COUNTY GOVERNMENTS (Continued)

County	A S S E S S E D			P O P U L A T I O N		Assessment Equalized for County Purposes \$'000	C O U N T Y C O U N C I L		A S A P E R C E N T A G E O F T O T A L		
	Population Range	Number of Municipalities	Total Population				Representation	Votes	Assessed Population	Assessment Equalized for County Purposes	C O U N T Y C O U N C I L Representation Votes
LAMBERTON	up to 1,000	7	4,458			5,211	7	7	9.2	7.0	21.2
	1,001 - 2,000	3	4,503			7,770	4	4	9.2	10.4	12.1
	2,001 - 3,000	6	14,789			26,188	12	13	30.4	35.2	36.4
	3,001 - 5,000	3	10,708			14,920	6	7	22.0	20.1	18.2
	5,001 - 7,000	1	5,766			11,289	2	3	11.8	15.2	6.0
	7,001 - 10,000	1	8,453			8,970	2	4	17.4	12.1	6.1
	TOTAL	21	48,677			74,348	33	38	100.0	100.0	100.0
LANARK	up to 1,000	7	4,189			4,294	7	7	14.6	14.9	36.8
	1,001 - 2,000	6	8,443			9,565	6	6	29.5	33.1	31.6
	2,001 - 3,000	1	2,097			1,497	1	1	7.3	5.2	5.3
	3,001 - 5,000	2	8,252			7,524	3	3	28.8	26.1	15.8
	5,001 - 7,000	1	5,667			5,964	2	2	19.8	20.7	10.5
	TOTAL	17	28,648			28,844	19	19	100.0	100.0	100.0
LEEDS AND GRENVILLE	up to 1,000	8	6,030			6,769	8	8	15.0	13.1	27.6
	1,001 - 2,000	7	10,441			13,091	8	8	25.9	25.2	27.6
	2,001 - 3,000	3	6,782			7,843	5	5	16.8	15.1	17.2
	3,001 - 5,000	2	6,766			8,655	4	4	16.8	16.7	13.8
	5,001 - 7,000	2	10,261			15,489	4	4	25.5	29.9	13.8
	TOTAL	22	40,280			51,847	29	29	100.0	100.0	100.0
LENNOX AND ADDINGTON	up to 1,000	6	3,667			4,460	6	6	15.5	14.0	37.5
	1,001 - 2,000	3	4,313			4,244	3	3	18.2	13.3	18.8
	2,001 - 3,000	1	2,219			2,460	1	1	9.4	7.7	6.2
	3,001 - 5,000	2	7,535			10,156	4	4	31.8	31.9	25.0
	5,001 - 7,000	1	5,956			10,518	2	2	25.1	33.1	12.5
	TOTAL	13	23,690			31,838	16	16	100.0	100.0	100.0
LINCOLN	1,001 - 2,000	1	1,672			1,843	1	1	3.8	3.2	5.3
	2,001 - 3,000	3	7,902			9,388	6	6	18.1	16.4	31.6
	3,001 - 5,000	2	8,276			10,982	4	5	18.9	19.2	21.0
	5,001 - 7,000	3	17,297			24,216	6	10	39.6	42.3	31.6
	7,001 - 10,000	1	8,583			10,797	2	4	19.6	18.9	10.5
	TOTAL	10	43,730			57,226	19	26	100.0	100.0	100.0

MUNICIPALITIES INCLUDED IN COUNTY GOVERNMENTS (Continued)

County	A S S E S S E D			P O P U L A T I O N		Assessment Equalized for County Purposes \$'000	C O U N T Y C O U N C I L		A S A P E R C E N T A G E O F T O T A L		
	Population Range	Number of Municipalities	Total Population				Representation	Votes	Assessed Population	Assessment Equalized for County Purposes	C O U N T Y C O U N C I L Representation Votes
MIDDLESEX	up to 1,000	6	3,925			5,238	6	6	7.8	7.4	20.7
	1,001 - 2,000	9	13,476			20,357	9	9	26.8	28.6	31.0
	2,001 - 3,000	2	5,652			8,378	4	4	11.3	11.8	13.8
	3,001 - 5,000	1	4,375			6,319	2	2	8.7	8.9	6.9
	5,001 - 7,000	4	22,778			30,819	8	12	45.4	43.3	27.6
	TOTAL	22	50,206			71,111	29	33	100.0	100.0	100.0
NORFOLK	up to 1,000	1	834			753	1	1	1.6	1.0	4.2
	2,001 - 3,000	4	9,636			13,993	7	8	18.9	18.6	29.2
	3,001 - 5,000	4	14,847			21,337	8	9	29.1	28.4	33.3
	5,001 - 7,000	3	16,988			23,078	6	10	33.3	30.7	25.0
	7,001 - 10,000	1	8,740			16,069	2	4	17.1	21.3	8.3
	TOTAL	13	51,045			75,230	24	32	100.0	100.0	100.0
NORTHUMBERLAND AND DURHAM	up to 1,000	4	3,053			3,200	4	4	3.7	3.8	9.5
	1,001 - 2,000	3	4,355			4,202	4	5	5.3	4.9	9.5
	2,001 - 3,000	9	21,586			20,941	18	18	26.4	24.7	42.9
	3,001 - 5,000	3	12,247			10,413	6	8	15.0	12.3	14.3
	5,001 - 7,000	1	5,257			5,003	2	4	6.4	5.9	4.8
	7,001 - 10,000	4	35,332			40,991	8	16	43.2	48.4	19.0
	TOTAL	24	81,830			84,750	42	55	100.0	100.0	100.0
ONTARIO	up to 1,000	2	1,362			3,091	3	3	1.7	3.0	9.4
	1,001 - 2,000	5	7,064			9,796	7	7	9.0	9.4	21.9
	2,001 - 3,000	6	16,135			21,168	12	13	20.5	20.3	37.5
	3,001 - 5,000	1	3,217			4,197	2	2	4.1	4.0	6.3
	5,001 - 7,000	1	6,937			8,377	2	3	8.8	8.0	6.3
	7,001 - 10,000	1	8,111			11,590	2	4	10.3	11.1	6.2
	13,001 - 17,000	1	13,873			19,238	2	4	17.7	18.4	6.2
	21,001 - 25,000	1	21,891			26,855	2	4	27.9	25.8	6.2
	TOTAL	18	78,590			104,312	32	40	100.0	100.0	100.0

MUNICIPALITIES INCLUDED IN COUNTY GOVERNMENTS (Continued)

A S S E S S E D	P O P U L A T I O N		Assessment Equalized for County Purposes \$'000	C O U N T Y C O U N C I L		A S A P E R C E N T A G E O F T O T A L				
	Population Range	Number of Municipalities		Total Population	Representation	Votes	Assessed Population	Assessment Equalized for County Purposes	Representation	Votes
	up to 1,000	2	1,510	1,898	2	2	3.5	3.1	8.7	8.0
	1,001 - 2,000	4	5,971	8,164	4	4	13.9	13.5	17.4	16.0
	2,001 - 3,000	4	9,330	13,807	5	5	21.8	22.7	21.7	20.0
	3,001 - 5,000	5	19,220	26,397	10	10	44.9	43.5	43.5	40.0
	5,001 - 7,000	1	6,790	10,420	2	4	15.9	17.2	8.7	16.0
TOTAL		16	42,821	60,686	23	25	100.0	100.0	100.0	100.0

PEEL	up to 1,000	1	645			404	1	1	0.5	0.2	5.6	3.4
	1,001 - 2,000	1	1,154			1,388	1	1	0.9	0.7	5.6	3.4
	2,001 - 3,000	1	2,152			1,986	2	2	1.6	1.0	11.1	6.9
	3,001 - 5,000	2	7,001			6,758	4	6	5.4	3.6	22.2	20.7
	5,001 - 7,000	1	5,340			5,791	2	3	4.1	3.1	11.1	10.4
	7,001 - 10,000	1	7,147			10,635	2	4	5.5	5.6	11.1	13.8
	10,001 - 13,000	1	10,251			13,915	2	4	7.8	7.3	11.1	13.8
	25,001 - 29,000	1	26,191			31,780	2	4	20.0	16.8	11.1	13.8
	69,001 - 89,000	1	70,859			117,101	2	4	54.2	61.7	11.1	13.8
	TOTAL	10	130,740			189,758	18	29	100.0	100.0	100.0	100.0
	1,001 - 2,000	5	7,954			11,272	5	5	24.7	25.1	29.4	29.4
	2,001 - 3,000	7	16,539			23,148	8	8	51.4	51.6	47.1	47.1
	3,001 - 5,000	2	7,668			10,425	4	4	23.9	23.3	23.5	23.5
	TOTAL	14	32,161			44,845	17	17	100.0	100.0	100.0	100.0

PETERBOROUGH	up to 1,000	6	3,892			7,561	11	11	16.0	26.0	44.0	40.8
	1,001 - 2,000	5	6,915			7,399	7	7	28.4	25.4	28.0	25.9
	2,001 - 3,000	1	2,200			1,871	1	1	9.1	6.4	4.0	3.7
	3,001 - 5,000	3	11,310			12,281	6	8	46.5	42.2	24.0	29.6
	TOTAL	15	24,317			29,112	25	27	100.0	100.0	100.0	100.0
	1,001 - 2,000	5	7,954			11,272	5	5	24.7	25.1	29.4	29.4
PERTH	2,001 - 3,000	7	16,539			23,148	8	8	51.4	51.6	47.1	47.1
	3,001 - 5,000	2	7,668			10,425	4	4	23.9	23.3	23.5	23.5
	TOTAL	14	32,161			44,845	17	17	100.0	100.0	100.0	100.0
	up to 1,000	6	3,892			7,561	11	11	16.0	26.0	44.0	40.8
	1,001 - 2,000	5	6,915			7,399	7	7	28.4	25.4	28.0	25.9
	2,001 - 3,000	1	2,200			1,871	1	1	9.1	6.4	4.0	3.7
	3,001 - 5,000	3	11,310			12,281	6	8	46.5	42.2	24.0	29.6
	TOTAL	15	24,317			29,112	25	27	100.0	100.0	100.0	100.0

MUNICIPALITIES INCLUDED IN COUNTY GOVERNMENTS (Continued)

County	A S S E S S E D Population Range	P O P U L A T I O N		Assessment Equalized for County Purposes \$'000	C O U N T Y C O U N C I L		A S A P E R C E N T A G E O F T O T A L		Assessment Equalized for County Purposes	C O U N T Y C O U N C I L	
		Number of Municipalities	Total Population		Representation	Votes	Assessed Population	Assessment for County Purposes		Representation	Votes
PRESCOTT AND RUSSELL	up to 1,000	3	2,705	2,254	3	3	5.6	5.6	5.6	13.1	12.0
	1,001 - 2,000	6	9,509	7,838	6	6	19.7	19.5	19.5	26.1	24.0
	2,001 - 3,000	4	10,058	7,881	5	5	20.9	19.6	19.6	21.7	20.0
	3,001 - 5,000	3	11,381	7,748	5	5	23.6	19.3	19.3	21.7	20.0
	5,001 - 7,000	1	5,825	4,205	2	2	12.1	10.5	10.5	8.7	8.0
	7,001 - 10,000	1	8,745	10,263	2	4	18.1	25.5	25.5	8.7	16.0
	TOTAL	18	48,223	40,189	23	25	100.0	100.0	100.0	100.0	100.0
PRINCE EDWARD	up to 1,000	2	1,655	2,025	2	2	8.4	8.0	8.0	15.4	15.4
	1,001 - 2,000	5	6,152	8,957	5	5	31.1	35.3	35.3	38.4	38.4
	2,001 - 3,000	1	2,976	4,654	2	2	15.1	18.4	18.4	15.4	15.4
	3,001 - 5,000	1	3,937	3,921	2	2	19.9	15.5	15.5	15.4	15.4
	5,001 - 7,000	1	5,035	5,789	2	2	25.5	22.8	22.8	15.4	15.4
	TOTAL	10	19,755	25,346	13	13	100.0	100.0	100.0	100.0	100.0
RENFREW	up to 1,000	13	7,725	5,413	13	13	9.9	6.4	6.4	31.0	27.6
	1,001 - 2,000	14	19,209	17,037	14	14	24.6	20.1	20.1	33.3	29.8
	2,001 - 3,000	4	8,704	10,207	4	4	11.1	12.1	12.1	9.5	8.5
	3,001 - 5,000	2	6,687	4,666	3	3	8.6	5.5	5.5	7.1	6.4
	5,001 - 7,000	2	11,217	19,821	4	6	14.3	23.4	23.4	9.5	12.8
	7,001 - 10,000	1	8,485	9,801	2	3	10.8	11.6	11.6	4.8	6.4
	13,001 - 17,000	1	16,223	17,641	2	4	20.7	20.9	20.9	4.8	8.5
	TOTAL	37	78,250	84,586	42	47	100.0	100.0	100.0	100.0	100.0
SIMCOE	up to 1,000	8	5,797	8,078	8	8	5.4	5.2	5.2	15.7	10.8
	1,001 - 2,000	5	7,130	9,601	5	5	6.6	6.2	6.2	9.8	6.8
	2,001 - 3,000	7	18,473	25,455	14	16	17.1	16.4	16.4	27.5	21.6
	3,001 - 5,000	5	18,860	30,011	10	18	17.4	19.4	19.4	19.6	24.3
	5,001 - 7,000	2	10,664	12,518	4	7	9.9	8.1	8.1	7.8	9.5
	7,001 - 10,000	4	32,483	44,846	8	16	30.0	29.0	29.0	15.7	21.6
	13,001 - 17,000	1	14,686	24,230	2	4	13.6	15.7	15.7	3.9	5.4
	TOTAL	32	108,093	154,739	51	74	100.0	100.0	100.0	100.0	100.0

MUNICIPALITIES INCLUDED IN COUNTY GOVERNMENTS (Continued)

County	A S S E S S E D			P O P U L A T I O N		Assessment Equalized for County Purposes \$'000	C O U N T Y C O U N C I L		A S A P E R C E N T A G E O F T O T A L			
	Population Range	Number of Municipalities	Total Population	Representation	Votes		Assessed Population	Assessment Equalized for County Purposes	Representation	Votes		
STORMONT, DUNDAS AND GLENGARRY	up to 1,000	3	1,810			1,816	3	3	3.7	3.4	9.7	9.4
	1,001 - 2,000	4	5,794			8,262	4	4	11.8	15.5	12.9	12.5
	2,001 - 3,000	8	21,923			22,759	14	14	44.6	42.6	45.2	43.7
	3,001 - 5,000	4	13,993			15,061	8	8	28.5	28.2	25.8	25.0
	5,001 - 7,000	1	5,593			5,480	2	3	11.4	10.3	6.4	9.4
	TOTAL	20	49,113			53,378	31	32	100.0	100.0	100.0	100.0
VICTORIA	up to 1,000	7	2,955			4,594	6	6	10.1	11.0	25.0	23.1
	1,001 - 2,000	8	12,187			19,190	14	14	41.6	45.8	58.4	53.8
	2,001 - 3,000	1	2,839			3,750	2	2	9.7	9.0	8.3	7.7
	10,001 - 13,000	1	11,303			14,319	2	4	38.6	34.2	8.3	15.4
	TOTAL	17	29,284			41,853	24	26	100.0	100.0	100.0	100.0
	WATERLOO	up to 1,000	1	680			558	1	1	1.2	0.9	5.0
1,001 - 2,000		2	2,778			2,102	2	2	5.1	3.3	10.0	8.0
2,001 - 3,000		1	2,165			2,053	1	1	4.0	3.2	5.0	4.0
3,001 - 5,000		4	16,573			18,895	8	9	30.2	29.6	40.0	36.0
5,001 - 7,000		2	11,085			12,767	4	4	20.2	20.0	20.0	16.0
7,001 - 10,000		1	9,495			13,064	2	4	17.3	20.4	10.0	16.0
10,001 - 13,000		1	12,060			14,430	2	4	22.0	22.6	10.0	16.0
TOTAL		12	54,836			62,869	20	25	100.0	100.0	100.0	100.0
WELLAND	1,001 - 2,000	2	3,705			7,675	3	3	4.8	5.2	12.0	7.9
	2,001 - 3,000	2	4,595			7,014	4	4	6.0	4.8	16.0	10.5
	3,001 - 5,000	3	13,073			22,324	6	8	16.9	15.3	24.0	21.1
	5,001 - 7,000	1	6,925			14,412	2	3	9.0	9.9	8.0	7.9
	7,001 - 10,000	4	33,415			66,656	8	16	43.3	45.5	32.0	42.1
	13,001 - 17,000	1	15,409			28,305	2	4	20.0	19.3	8.0	10.5
	TOTAL	13	77,122			146,386	25	38	100.0	100.0	100.0	100.0

MUNICIPALITIES INCLUDED IN COUNTY GOVERNMENTS (Continued)

County	A S S E S S E D P O P U L A T I O N			Assessment Equalized for County Purposes \$'000	C O U N T Y C O U N C I L		A S A P E R C E N T A G E O F T O T A L		
	Population Range	Number of Municipalities	Total Population		Representation	Votes	Assessed Population	Assessment for County Purposes	C O U N T Y C O U N C I L Representation Votes
WELLINGTON	up to 1,000	2	1,196	1,141	2	2	2.7	2.1	7.1
	1,001 - 2,000	10	14,519	17,121	10	10	32.2	31.5	35.7
	2,001 - 3,000	3	6,725	8,829	4	4	14.9	16.2	14.3
	3,001 - 5,000	5	17,570	21,030	10	10	39.0	38.6	35.7
	5,001 - 7,000	1	5,025	6,338	2	3	11.2	11.6	7.2
	TOTAL	21	45,035	54,459	28	29	100.0	100.0	100.0
WENTWORTH	1,001 - 2,000	1	1,937	2,534	1	1	2.5	2.5	5.3
	2,001 - 3,000	1	2,721	3,379	2	2	3.5	3.4	10.5
	3,001 - 5,000	2	9,617	11,916	4	5	12.3	11.8	21.1
	5,001 - 7,000	2	11,939	15,031	4	7	15.2	14.9	21.1
	7,001 - 10,000	1	7,240	9,544	2	4	9.2	9.5	10.5
	13,001 - 17,000	2	27,807	38,094	4	8	35.5	37.8	21.0
	17,001 - 21,000	1	17,089	20,201	2	4	21.8	20.1	10.5
	TOTAL	10	78,350	100,699	19	31	100.0	100.0	100.0
YORK — (excluding Metropolitan Toronto Area)	1,001 - 2,000	1	1,413	2,932	2	2	1.2	1.6	7.1
	2,001 - 3,000	2	4,865	10,072	4	6	4.0	5.6	14.3
	3,001 - 5,000	1	3,457	4,426	2	2	2.8	2.4	7.1
	5,001 - 7,000	2	10,982	19,493	4	7	9.0	10.7	14.3
	7,001 - 10,000	3	25,534	38,454	6	12	21.1	21.2	21.4
	10,001 - 13,000	2	24,078	28,217	4	8	19.9	15.6	14.3
	13,001 - 17,000	1	14,800	25,342	2	4	12.2	14.0	7.2
	17,001 - 21,000	2	36,099	52,388	4	8	29.8	28.9	14.3
	TOTAL	14	121,228	181,324	28	49	100.0	100.0	100.0

* Less than 0.05%.

** Votes provided for by The County of Halton Act, 1962-63, S.O. 1962-63, Chapter 166.

